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ABSTRACT

Access to and participation of blacks in higher education is described, selected federal programs are discussed, and many problem areas that will require continued national, state, regional, local, and institutional attention are briefly analyzed. Information on barriers to high school completion, the type of high school preparation that blacks receive, and complications concerning the use of competency testing are briefly discussed. Data were drawn heavily from the Fall 1976 Higher Education General Information Survey (HEGIS) and the Office for Civil Rights of the Department of Health, Education, and Welfare. Statistical data are presented on black student enrollment in higher education by various types of institutions, by level of study, by major field of study, and by state. Enrollment data are provided for fall 1976 and for previous years in some tables. Medical and law school enrollment data are also provided. The scope and impact of 18 federal programs sponsored by the U.S. Office of Education that are directly or indirectly related to the issue of access are discussed. An analysis is provided of the extent to which such programs have assisted black, minority, or low-income students to gain access to and participate more fully in higher education. Information on the impact of such programs on blacks is available to only a limited degree because data on participants were not systematically collected by specific racial-ethnic group. Recommendations are included. (SW)

ACCESS OF BLACK AMERICANS TO HIGHER EDUCATION: HOW OPEN IS THE DOOR?

National Advisory Committee on
Black Higher Education and
Black Colleges and Universities

January 1979

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he National Advisory Committee on Black Higher Education and Black Colleges and Universities was stablished in December 1976 to examine all approaches to the higher education of Black Americans s well as the historically Black Colleges and Universities and then to make recommendations to he Secretary of Health, Education, and Welfare, the Assistant Secretary for Education, and the ommissioner of Education in 12 specific areas.

lthough the Committee was established in December 1976, the Notice of Establishment was not pub- ished in the Federal Register until June 21, 1977, and the initial meeting was held in September 977, nine months after it was established for a period of two years.

s required by its Charter, the membership consists of members knowledgeable about the higher ducation of Blacks, the historically Black colleges and universities, and the economic, educa- ional, societal, and political realities in which public policy is made.

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FOREWORD

The National Advisory Committee on Black Higher Education and Black Colleges and Universities was established by the Secretary of Health, Education, and Welfare in 1977 to advise and make recommendations to the Secretary, the Assistant Secretary for Education, and the Commissioner of Education on all aspects of the higher education of Black Americans. In undertaking this task, the Committee has approached its mandate by developing a plan of action which calls for the production of various reports highlighting the status of Blacks in higher education and offering recommendations based on the findings of those reports. The Committee set the area of access as its first priority.

The range of issues related to access is broad, and therefore, this report cannot be considered the final word. However, it highlights some of the critical areas and questions which have surfaced based on a sensitive perspective and analyses of the existing data. It is an effort to probe some of the policy issues and the relationship of ongoing Federal programs to the goal of increasing the participation of Black Americans in higher education. This document is intended as a policy report to help sharpen and focus national discussion regarding access to and participation of Blacks in higher education. It assumes a basic understanding of the dynamics of American higher education.

The needs identified by the Committee to increase participation of Black Americans in higher education encompass many areas of consideration starting specifically in the secondary schools. In order to increase access to postsecondary education, major changes must be made to assure that Black students finish high school with the preparation required to embark on a college education. For too long, the dropout rate of Black students has been higher than that of whites. Black students are too often counseled into a secondary school curriculum which does not lead to traditional higher education opportunities and the students themselves point out the desire for more Black faculty and counselors perhaps in the hopes of being appropriately motivated and counseled.

Financial barriers have long been cited as deterrents to a fuller participation of Blacks in higher education. The overrepresentation of Black students in low-income families in this country and the fact that parity for Blacks has not been reached in this area emphasizes the ongoing attention required to cope with those financial barriers.

While current cries have been heard that there is a surplus of people with graduate degrees, this is simply not the case for Blacks. Not only is there an overall need for Blacks with graduate and professional training but there are acute needs in specific subject fields where underrepresentation is great, e.g. the physical and biological sciences, engineering, medicine, law and others.

The historically Black colleges have continued to provide higher education opportunities and success for Black students while the pendulum of opportunities at traditionally white institutions sways with the winds of conservatism. Even in 1975-76, approximately 40 percent of the baccalaureates awarded to Blacks were conferred by the historically Black colleges, which still enroll their students in traditional programs of postsecondary education, while the remainder of the higher education community finds nearly half of Black students in two-year institutions.

A sensitive research and evaluation effort is required to keep abreast of the circumstances impacting Black participation in higher education. Without such an effort, the policymakers, operating under the illusion that equality of opportunity has been reached will continue to view the situation from an "appearance" point of view rather than the reality" which exists.

There are directions the Federal Government can take to eliminate the situations which create barriers to the full participation of Blacks in higher education. In a leadership role, the Federal Government can also encourage change at the regional, State, local and institutional levels. Such a comprehensive approach to these problems is necessary and this report examines some of the problems and recommends some directions for change.

Since this report focuses on access as a specific issue, it may seem that other related areas are not being adequately addressed. Access, however, is one point on a continuum of issues related to the participation of Black Americans in higher education, which also includes retention, productivity, institutional diversity, and other relevant topics. These topics will form the nuclei of forthcoming reports.

The findings and recommendation from all of these background reports will be consolidated into the final report of the Committee which will be forwarded to the Secretary of Health, Education, and Welfare, the Assistant Secretary for Education, and the Commissioner of Education, as mandated within the Committee's Charter.

This report is a result of the efforts of a number of people. Acknowledgements must be given to those staff people who worked diligently on the production of this report. The Committee is grateful for the efforts of the Program Delegate, Carol Joy Smith, who has managed to coordinate the Committee's small staff in a way which has resulted in the successful completion of monumental tasks under extremely adverse conditions. The patient efforts of Linda Byrd resulted in the typing of the many drafts of this report. The Committee extends its thanks to Linda Lambert, who had the primary responsibility for the development and preparation of this report under the general guidance of the Committee members. Special thanks are due to Clifton Lambert for the design of the Committee's logo.

Elias Blake, Jr.
Chairman

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EXECUTIVE SUMMARY AND HIGHLIGHTS

The theme of the Committee's First Annual Report - "The Crisis of Appearance Versus Reality" - is extended to this examination of the access of Black Americans to higher education. The proportion of Blacks enrolled at the undergraduate level is increasing although it has yet to reach parity with the Black proportion of the general population. This Committee report takes the view that left alone and not persistently forged or constantly defined the potential progress of Black Americans in higher education will be adversely affected. Cyclical periods of inattention and resistance to the advancement of Black Americans are the rule rather than the exception.

A common theme heard these days suggests it is impossible to stop or reverse Black progress in higher education. The hard evidence from medical schools and law schools indicates otherwise. Despite a general impression that substantial increases were being made in law and medical school admissions throughout the early 1970's, the increases peaked in 1971. A consistent decline from that point has resulted in an absolute reduction of 183 in the number of Black first year law school students and of 21 in the number of Black first year medical school students from 1976 to 1978. This is clearly a case of the reversal of progress. Emphasizing the areas of weakness as well as strengths in Black progress will hopefully serve as an early warning system and avoid further reversal of progress in other sectors of higher education.

Reports of progress by Blacks in terms of higher education opportunities fail to examine the circumstances under which the approximately one million Black students participate in higher education. Very little data have been available to illuminate the quality of participation and rates of retention and graduation.

To view total enrollment gains in isolation from the quality of participation and the end product - college graduation - is dangerous. In Fall 1972, Black students comprised 8.4 percent of the full-time undergraduate enrollment in the United States; four years later, 6.4 percent of the baccalaureate degrees conferred went to Black students.

It is evident that the rates of access and of graduation decline as the level of training rises. Blacks represented 10.2 percent of the undergraduate enrollment but only 6 percent of the graduate school and 4.5 percent of the professional school enrollment in Fall 1976. Associate degrees and other less than four-year graduation awards to Blacks comprised 8.4 percent; while doctorates awarded to Blacks represented 3.6 percent of the total degrees awarded in 1975-76.

The quality of participation and end results are critical in measuring access as a potential for ultimate graduation. The Committee amplifies the following:

- Postsecondary education access issues should realistically include an assessment of the total educational system, as well as a history of the educational experiences of Blacks in the United States.

- While this report examines one sector of Federal programs designed to respond to the access needs of low-income minority youth, additional examination is needed of other Federal, State and local government, and private programs.

- The historically Black colleges, as a group, have long responded to the educational needs of Black Americans; therefore the Committee has examined the current national access picture separately from that of historically Black colleges.

- Black enrollment in higher education must be analyzed by type of institution and major fields to derive a clearer picture of participation and definition of equity.

A significant number of Black elementary and secondary school students do not make it to high school graduation as solid college candidates. Early intervention may produce better results than waiting for remediation at the college level. Some variables of particular importance are:

- In 1977, Black dropouts between 18-24 years of age exceeded Black college enrollees.

- Black students at the secondary school level are suspended more than three times as often as white students and for longer periods of time.

- Healthy scholastic development of Blacks is still hampered by discrimination in special education placement and tracking.

- Black students generally receive inadequate counseling and poor secondary school preparation.

- Black students themselves cite a lack of encouragement (from school officials) to participate in college preparatory programs with a resultant automatic channeling into trade schools or community colleges.

- The new competency testing movement will likely be another barrier to full Black participation in higher education unless the present emphasis is shifted from detailing of student inadequacies to improving the student's learning experience.

A growing number of Black students continue to pursue some form of postsecondary education, despite barriers. The quality of that participation deserves assessment. The status of Black student involvement in higher education is revealed by data gathered in the Fall of 1976:

- Over one million Black students (9.3 percent of the total higher education enrollment) were pursuing some form of higher education.

- Almost half of the Black first-time freshmen were from families with incomes of $8,000 or less, compared with 7 percent of white freshmen.

- Approximately 42 percent of all Blacks enrolled at all levels of higher education were in two-year/community colleges, compared with about 1/3 of all white students enrolled.

- Forty-five percent of all Black undergraduates were in two-year colleges as were 55 percent of all Black first-time freshmen.

- Fifteen percent of the Black students in higher education were enrolled at the university level compared with 27 percent of the white students.

- Thirty percent of all Blacks in higher education were in colleges where they represented the majority (18 percent in the historically Black colleges (HBC's) and 12 percent in the newer predominantly Black colleges (NPBC's), which have generally been established in areas of large minority/Black population.

- Eighty percent of the Blacks in the NPBC's were in two-year/community colleges.

- Blacks continue to be seriously underrepresented in physical sciences and engineering fields at both the undergraduate and graduate levels.

- Historical shortage of Black manpower in technical and scientific fields requires surpassing parity with whites to make up for lost time.

- At the graduate level, Blacks are more likely than the average student to be enrolled part-time, suggesting the burdening necessity to combine study with work more often than other students.

- Of the 65,000 Black graduate students, 63.4 percent were in their first year of graduate study.

- Nineteen percent of Black students pursing professional programs were in the historically Black colleges.

- At the doctorate level, more than three times as many degrees were conferred to non-resident aliens (4,068) as to Black Americans (1,213). For master's degrees conferred by institutions other than the HBC's, foreigners received the same proportion of the total as did Black Americans.

- Higher education institutions in 29 states conferred more master's degrees to non-resident aliens than to Black Americans.

- Twenty-eight HBC's conferred 22 percent of all master's degrees awarded to Blacks in 1976.

- Twenty percent of first professional degrees awarded to Blacks in 1975-76 came from eight HBC's.

- In Alabama, all of the veterinary medicine degrees awarded to Blacks in 1975-76 came from Tuskegee Institute.

- In the District of Columbia, 92 percent of the dentistry and 84 percent of the medical degrees awarded to Blacks were conferred by Howard University.

- Texas Southern University granted two-thirds of all law degrees awarded to Blacks in Texas. North Carolina Central conferred 71 percent of the law degrees awarded to Blacks in North Carolina.

- Meharry Medical College conferred 96 percent of the dentistry and 92 percent of the medical degrees conferred to Blacks in Tennessee.

The Committee offers a number of recommendations for actions which would increase and enhance the access to and participation of Black Americans in higher education. A summary of these recommendations follows.

At the secondary school level, recommendations are made to provide better counseling, motivation, and information to Black students, as well as assure better academic/college preparation, prevent misuse of standardized tests and eliminate discriminatory placement of Black students at the elementary/secondary school levels.

In student aid programs, recommendations include better coordination of programs and improved financial aid packaging; monitoring the proprietary schools' treatment of low-income students who qualify for financial aid, assisting with the administrative burden placed on institutions with large numbers of students on financial aid, investigating banking practices which have a negative impact on the ability of low-income/minority students to obtain guaranteed loans, and increasing the pool of available resources and individual awards to Black students.

At the graduate and professional school level, recommendations are made for expanding Black participation in research and development grants and contracts, providing counseling to prospective graduate students on fields where Blacks are underrepresented, and providing means by which the HBC's can escalate their role of providing graduate/professional opportunities to Black students.

Recommendations are offered for ways the Federal Government can improve the monitoring and highlighting of issues related to the higher education of Black Americans by providing comprehensive data collection activities and sensitive analyses.

PART I

INTRODUCTION

This report is a technical review of the status, programs, and issues relating to the access of Black Americans to all forms of productive postsecondary education. It also represents a beginning step in the recommendation and identification of several courses of action which must be taken by the Federal, State, and local governments and institutions of higher education to increase that access and participation of Black Americans in higher education. This report responds to Goal I of the Committee's Plan of Action, as cited in its First Annual Report for 1977.

A. Methodology

The identification of current USOE programs to increase equality of opportunity in higher education is a necessary first step when deciding the types of recommendations for improving access for Blacks. These Federal programs are described in the Annual Evaluation Report on USOE programs, FY 1977. That report was used as a major source for the identification and review of the impact of ongoing Federal programs on the access of Blacks to higher education. Other studies funded by USOE were tapped for additional pertinent information. Current or newly legislated programs which have evolved since that FY 1977 report are also cited. The USOE programs were concentrated on in this report simply because the information is more readily available. There are other significant programs within and outside of the Federal Government which are intended not only to increase access but to provide the type of counseling and experiences which will encourage Blacks and other minorities to enter fields that have traditionally not been pursued and where often the manpower needs are great.

Another important function of this report is to describe the past and current status of Blacks in higher education. Many reports on trends have shown that Blacks have made significant progress in increasing their numbers in higher education. A review and analyses of available data was done for this report, drawing heavily on the Fall 1976 HEGIS (Higher Education General Information Survey) data base of the National Center for Education Statistics (NCES) and the Office for Civil Rights (OCR) of DHEW. This review and the data presented herein follows up on the Committee's First Annual Report for 1977 and expands on the theme of "appearance versus reality". While there are additional data which can be analyzed to further support Committee viewpoints, the data analyses included touch most of the areas of consideration on the topic of access

that the Committee has discussed since its inception. The analyses in this report, as in the Annual Report, are designed to give a different perspective on the status and participation of Black Americans in higher education.

B. Limitations

Identification of the issues surrounding access to postsecondary education should realistically include a review of the total educational system from prekindergarten through higher education as well as a history of the educational experiences of Blacks in the U.S. However, that is clearly outside of the scope and resources of this Committee and various researchers have covered aspects of these topics in other reports (Fleming, 1976; Weinberg, 1977). Nevertheless, high school completion and preparation must be included in this review since that is a prerequisite to attaining access to postsecondary education. Therefore, concerns relating to high school completion, secondary school curriculum choices, and the impact of tests have been briefly discussed in Part II of this report. A more comprehensive examination of the impact of State plans for postsecondary education on access will be done for a background report to be generated under Goal IV of the Committee's Plan of Action.

A review of programs not funded wholly or mainly by Federal funds might identify some creative alternatives that the Committee may want to consider. That type of review could not be done for inclusion in this report, given the limited Committee resources and staff at the time this report was developed. However, future reports will focus on some of these alternative programs funded by non-Federal sources. This report, therefore, confines itself to the identification of Federal programs primarily funded through the auspices of the Office of Education.

The portion of this report which draws heavily on available data on Blacks in higher education points out some of the many gaps in the existing data bases. The inability of the Committee to secure needed data analyses and computer assistance severely limited this part of the report. Additional analyses are anticipated for future reports and will shed more light on some areas mentioned herein.

Topics related to access also overlap with other areas in the Committee's Charter. These areas, while briefly focused on in this report, will be further developed in subsequent reports geared mainly to the broader issues regarding (see Committee's First Annual Report for elaboration):

Goal II - Opportunities for Success (Quality Improvements)
Goal III - Opportunity Options (Institutional Diversity)
Goal IV - National Program Objectives and System Supports.

C. Organization of Report

The remainder of this report explores the issues of high school completion and college preparation in Part II. Following, in Part III, is a statistical description of the access of Black Americans to higher education, utilizing various data sources but drawing heavily on the latest available data for Fall 1976, collected by the DHEW/ National Center for Education Statistics.

Part IV examines some of the ongoing and newly initiated Federal/USOE programs that impact on access particularly for low-income and minority students.

A summary with recommendations is offered in Part V of this report providing highlights of successful programs and identifying some of the problems which exist or gaps needing attention. Within this part, suggestions are offered for future directions and the role that can be played by the Federal Government as a catalyst for the initiation of efforts at the regional, State, and local levels as well as in both predominantly white institutions and historically and predominantly Black colleges and universities.

PART II

BARRIERS TO ACCESS

High school completion should be a minimum requirement for all students, however, it is a necessity for those who want to continue on for higher education. Yet, the completion of high school is only part of the task. Adequate counseling at the elementary and junior high school levels must occur so that by high school, a student has a clear sense of the preparation required to embark on a college education and with that knowledge can make certain that those requirements are met. As noted within this part of the report, Black students receive not only inadequate counseling but also poor preparation. The students' desire for more Black counselors and staff in the public schools may signal a way to meet some of these needs. However, without substantial Federal input, these preparation and counseling problems will continue to exist.

A. High School Completion

In October 1977, 24 percent of all Blacks aged 18 to 24 years old, or 808,000 Black young people, were not enrolled in school and were not high school graduates compared with 15 percent of all whites in that same age group, according to Census data. In 1967, the comparable figures were 35 percent for Blacks and 18 percent for whites. The fact that a smaller proportion of Blacks in that age cohort were dropouts in 1977 than in 1967 represents progress (U.S. Bureau of the Census, 1969, 1978).

Also in October 1977, 21 percent of Blacks (or 721,000) in that same age group were enrolled in college, compared with 27 percent of their white counterparts. Ten years prior to that, 13 percent of all Blacks aged 18 to 24 and 27 percent of whites were enrolled in college.

These data point up two important indices relating to the access of Blacks to higher education:

1. More Black students had dropped out of high school than had enrolled in college in 1977. Although the degree to which this occurred was less than what was experience in 1967, it was still dissimilar to the situation for their white counterparts.

2. The October 1977 data indicate that one of every four Black persons between the ages of 18 and 24 had not attained the minimal educational goal — a high school diploma — and were not pursuing it.

Much speculation has taken place to determine what can be done to ensure that more Black students finish high school. A 1974 report by the Children's Defense Fund highlighted the problems relating to the disproportionate number of Blacks and other minority children who are out of school for various reasons, often stemming from the school systems' inability to respond to their special needs. In the next year, the Fund reported on a study which found in 1972-73 that due to unnecessary or discriminatory disciplinary practices, Black students at the secondary school level were suspended more than three times as often as white students and usually for longer periods of time. Despite the warning signals provided in those reports, the disproportionate number of Black students whose education is hampered by misplacement in special education or discriminatory discipline practices still persists.

The results of the Fall 1974 Elementary and Secondary School Survey conducted by the DHEW Office for Civil Rights (OCR) presents a continuing picture of Black students who are "pushed out" or whose educational growth will be seriously impeded by their misplacement in special education classes or removal from school for disciplinary reasons.

Fifty-one percent of all students enrolled in programs for the Educable Mentally Retarded (EMR), as reported in the 1974 OCR survey, were Black. Black students, however, comprised only 24 percent of the total students enrolled in those public school systems in Fall 1974. In addition, Black students made up 37 percent of all expelled pupils and 38 percent of all students suspended during that same period, and Blacks continued to be susperded for longer periods of time.

In 1976, while Black students continued to be overrepresented in EMR special education programs, they were underrepresented in programs for the "gifted or talented", as reported by OCR. No doubt this situation will continue unless intensive efforts are made to correct it. Therefore, to enhance the chances that Black students will graduate from high school, attention must be paid to some of the above mentioned causes for non-completion.

The role of the Federal government in ensuring that students are not discriminated against is clearly delineated in Title VI of the Civil Rights Act of 1964. The continuing discrimination against Black students in special education placements, ability grouping, disciplinary actions, and other actions disproportionately brought against Blacks highlights the need for increased and more aggressive intervention by the Federal government to ensure that a high school education is truly a right of every individual.

The presence of inadequate educational programs in certain sectors

has been realized and Congressionally-mandated programs (such as Title I. TRIO) were legislated to deal with some of these inequities. However, more remains to be done to reverse significant trends of underachievement and high push-out rates.

B. Secondary School Preparation

Despite the overwhelming need to ensure that more Black students complete high school, there are additional and equally important tasks to be accomplished. According to data from the National Longitudinal Study, 33 percent of the Black high school seniors in 1972 reported that they were enrolled in an academic or college preparatory program (compared to 49 percent of the white students). Yet in that same sample of high school seniors, the school administrators reported that only 27 percent of the Black students were in academic or college preparatory programs (49 percent of the white students were identified as being in such programs). These data suggest that 6 percent of the Black students may have believed they were enrolled in a curriculum that would provide them with adequate preparation to enroll in college, when in fact they were not. It also points up the need for more and better counseling on the requirements for college and those steps that must be taken to meet those requirements to close the existing gaps between Black and white students.

A study, conducted for USOE on "The Impact of Special Services Programs in Higher Education for "disadvantage" Students" (Davis, Burkheimer & Borders-Patterson, 1975) cites some reasons, in addition to financial need, which were given by Black students as barriers to post-secondary education:

> ...shortcomings in their background or high school education that cause difficulty at the college level.
>
> ...the disproportionate number of white teachers, counselors, and administrators (in comparison to black) was of concern to many black students.
>
> Almost all the black students suggested that more black teachers, administrators and counselors be employed by the secondary schools.

This same report indicates other factors which impacted their secondary school experience and consequently the ability to enter post-secondary education. Among them are poor preparation in math and writing

skills, "color" prejudice, poor or non-existent guidance services for Black students, no encouragement to participate in college prep programs, and the counseling or channeling of most Blacks into trade schools or community colleges.

These barriers had been summarized in a previous study (Crossland, 1971), and other investigators of this problem have supported the conclusions that Blacks and other minority students "(1) fail more frequently to graduate from high school, (2) are more frequently counselled into non-academic high school programs..." and are subject to other conditions resulting in poor preparation and limiting full participation in higher education.

A June 1978 report by the U.S. Commission on Civil Rights reviews other research which found that "negative counseling of minority students has been another form of discrimination" (U.S. Commission on Civil Rights, 1978). For example, "Blacks in the North and South were deliberately counseled for careers below their ability...The outcome of these patterns of isolation, exclusion, and indifference has been severe" (Weinberg).

A recent evaluation of the Federal Upward Bound (UB) program supports the need for better preparation and counseling since 71 percent of the UB high school graduates in 1974 enrolled in postsecondary education (usually four-year colleges) versus about 47 percent of the comparison group (DHEW/OE, Office of Planning, Budgeting and Evaluation, 1977). The UB students, therefore, derive significant benefits from the counseling, tutorial assistance, and financial aid information provided to them through this program.

There are other programs that intervene at earlier secondary school levels. It is becoming a widespread and popular belief that early intervention may produce better results than those currently experienced at the high school level. Since the level of success in the Upward Bound program heightened as the length of time in the program increased, a future direction for Federal and other programs aimed at increasing access to higher education may well be to impact students at much earlier levels in school.

Additional Federal programs intended to increase the enrollment of low-income/minority students in higher education are reviewed in Part IV. While the optimum situation would be to prevent inadequate high school preparation rather than conduct massive remediation at the college level, there are already vast numbers of students who are already enrolled in educational systems where this is clearly not happening. Therefore, future planning must focus on ways to alleviate the inequities within the current system.

C. Testing

Many studies have been conducted to measure the educational progress of Blacks by employing standardized testing methods. The often cited "Coleman" study (Coleman, Campbell, Hobson, McPartland, Mood, Weinfield, & York, 1966) reported that minorities tend to test various grade levels behind the majority group depending on the grade level tested (1.6 years behind in the sixth grade; 3.3 years behind in the twelfth grade). A more recent report (U.S. Commission on Civil Rights, 1978) points out that in 1976 more than twice as many Black as white students are still 2 or more years behind the modal group for their age. The report also provides grim social indicators when it compares the non-attendance and high school completion rates of Black and white students.

A current direction being taken by a large number of States, intended to improve public school education, is the competency based education movement. Yet some believe that this might be the "next great educational fad of the decade" (Spady, 1977). Nevertheless, approximately 36 states have some type of CBE now underway, and most of these states require some form of competency test for high school graduation (Education Commission of the States, 1978). If this approach to assuring the proficiency of students is misused, it can have devastating effects on the ability of Black students to complete a high school education with the traditional "credentials" required for admission to four-year colleges and universities. Given previous neglect and inadequate educational settings that have yet to be addressed, even larger number of Blacks, if they graduate from high school, will enroll in two-year/community colleges than do now.

Recent news items regarding Florida's program point up what can happen when wide scale testing is employed as a primary focus of a competency based education approach. Black students failed the first round of competency tests in Florida at rates much higher than those for white students. According to data furnished by Tom Fisher of the Florida State Department of Education, the functional literacy test administered to eleventh graders throughout the State resulted in a passing rate on the math portion of 76 percent for white students, while only 23 percent of the Black students passed. On the communication part of the test, 74 percent of the Black students passed, compared with 97 percent of their white counterparts. Although the Florida State Department of Education has not yet denied a diploma to students based on any competency test, the city of West Palm Beach has local requirements which prevented students from obtaining diplomas in 1978 based on the results of this test.

Milwaukee, Wisconsin has a similar requirement and in Spring 1978 denied diplomas to 57 out of about 5,5000 eligible students because they

failed the established requirements on the reading competency test (according to data furnished by Patricia Nelson of Legal Action of Wisconsin). Of those denied diplomas, 75 percent were Blacks.

For a student to reach the twelfth grade and be determined to be functionally illiterate and entitled to no more than a certificate of time served, is an issue that should concern all who attempt to plot new directions for increasing Black participation in postsecondary education. In instituting competency tests at the high school level, the onus and responsibility fall on the students with little if any accountability for the school system and individual teachers and administrators.

The American Psychological Association has conducted investigations into the testing situation as it relates to minorities. Further, some of the test publishers themselves have set forth guidelines related to the testing of minorities. However, a basic problem still remains related to the ultimate way in which any tests are used.

The National Association of Black Psychologists and the NAACP, among others, had developed position papers and resolutions even before this new wave of competency testing. Therefore, while Federal regulatory mechanisms for standardized testing have been suggested previously, this new competency testing thrust makes it imperative for some type of intervention to prevent the potential abuse of a vast number of students.

PART III

A STATISTICAL DESCRIPTION OF THE ACCESS OF BLACKS TO HIGHER EDUCATION

A. Black Representation in Higher Education

Data on the enrollment of Black students in higher education have not provided the level of detail that would allow for comprehensive trends analysis. However, the U.S. Bureau of the Census is the primary source of longitudinal data on the enrollment of Blacks in higher education. All of the Census data show progress in closing the gap between the percent of Blacks in college and their percent in the total population. The percentages vary depending on which age cohort is used. However, these Census surveys do not provide the level of accuracy desired. The only other data source which can be used to determine any trends is the DHEW, Office for Civil Rights data base. In the beginning survey years, particularly 1968, 1970, and 1972, these OCR surveys also contained many problems. Further, the OCR analyses provide less detail than desirable. From 1968 through 1974, most of the analyses were done on full-time students only. Therefore, to obtain more detail, it would be necessary to do costly computer programming. No data have ever been collected on degree-credit versus nondegree-credit enrollment. This recurring problem of inadequate data and analyses with which to measure trends in the higher education experiences of Black students points up the overwhelming need for a research center on Blacks in higher education supported by, but based outside of, the Federal Government and staffed and managed by those who have a sensitivity to the type of data collection and analyses required. In the interim, significant input to the established NCES/OCR joint survey of higher education institutions is required to initiate collection and analyses of relevant data on Blacks in higher education. OCR data on full-time students are presented in Table 1.

Since percentages may differ depending on the source or age group used, it is enough to say that the representation of Blacks overall in higher education, with the exception of graduate and professional enrollment, has increased. In Fall 1976, Black students represented 9.3 percent of the total students enrolled. This percentage represents over one million Black students pursuing some form of postsecondary education.

This increasing representation of Black students is worthy of review from a number of vantage points. A report completed by the Higher Education Research Institute (Astin & Cross, 1977) utilizing a subsample of data from the Cooperative Institutional Research Program data files on full-time entering freshmen in Fall 1976 indicated the following selected

TABLE 1: BLACK STUDENTS AS A PERCENT OF FULL-TIME HIGHER EDUCATION ENROLLMENT, BY LEVEL, FALL 1968 TO FALL 1976

Level	Fall 1976	Fall 1974	Fall 1972	Fall 1970	Fall 1968
TOTAL	9.3	8.7	8.1	6.7	6.9
Undergraduate	10.2	9.0	8.4	6.8	7.1
Two-Year*	11.0				
Four-Year/University*	8.4				
Combined Graduate & First Professional	4.9	5.3	5.1	4.1	3.4
Public Institutions	9.9	8.4	8.1	8.3	7.6
Private Institutions	8.8	9.4	7.9	6.8	6.0

Source: NCES/OCR data from the Fall 1976 HEGIS Survey; and DHEW, Office for Civil Rights, Racial and Ethnic Enrollment Data from Institutions of Higher Education, Fall 1974, 1972, and 1970 reports.

*Only available for Fall 1976.

characteristics:

- Forty-eight percent of Black first-time freshmen at either predominantly Black or white institutions came from families where the estimated parental income was $8,000 or less. The comparable figure for white freshmen was 7 percent.

- A smaller proportion of Black students (than whites) indicate college preparation as their high school program. Differences between the races are even greater for those whose parental income is $8,000 or less.

- More Blacks attend institutions closer to home than do whites.

- A higher proportion of Blacks at white institutions endorse the reason "I was offered financial assistance" for choosing the institution than do whites at white institutions or Blacks at Black institutions.

- A higher proportion of Blacks at white institutions receive BEOGS.

- Black males indicate higher ratings on drive to achieve and leadership whereas whites rate themselves higher on academic and mathematical ability.

- While 95 percent of the white first-time freshmen were in college preparatory programs in high school, only 78 percent of the entering Black students were in such high school programs.

Briefly stated, many Blacks enter college with economic and educational handicaps. Despite these handicaps, however, the dream of higher education and all that comes with it is still one to which a large number of Blacks aspire as evidenced by their increasing representation in higher education institutions.

Historically and Predominantly Black Colleges

A significant number of Black students in higher education still enroll in institutions which are predominantly Black. There are two categories of predominantly Black institutions used throughout this section (see Appendixes A and B for listings). The following definitions (Blake, Lambert, & Martin, 1974) should be borne in mind by the reader.

Historically Black Colleges (HBC's). These are institutions that were founded primarily for Black Americans although their charters were, in most instances, not exclusionary. These are institutions serving or identified with service to Black Americans for at least two decades, with most being fifty to one hundred years old. The 102 HBC's cited in this report omit data from those HBC's which currently are predominantly white -- Lincoln University (Missouri); Bluefield State College, and West Virginia State College (West Virginia). The omission of these institutions does not negate their history and tradition as Black colleges, however, in the strictest sense, they are no longer predominantly Black and are not included in the main set of institutions defined as such.

	Percent Black of 1976 Total Enrollment	Percent Black of 1976 Full-Time Enrollment
Lincoln University (Mo)	39.1	5.5
Bluefield State College (WV)	18.4	21.7
West Virginia State College (WV)	20.8	27.4

Newer Predominantly Black Colleges (NPBC's). These are institutions which, for the most part, have been recently established and were founded for the general population but because of their geographical location are now predominantly Black. They are referred to as NPBC's to distinguish them from historically Black colleges. Whether or not a college is considered a newer predominantly Black college in these data analyses depended on their Fall 1976 total and full-time enrollments being more than fifty percent Black. Forty-two (42) institutions qualified as NPBC's in 1976 based on that criteria.

Essentially, the HBC's and NPBC's constitute the overall group of schools which are predominantly Black. However, as the data will show, these separate categories have different characteristics. The historically Black colleges, as a group, have long responded to the educational needs of Black Americans, going back to the Civil War period when other institutions did not, as a group, accept Black students. The majority of the Black business executives, elected officials, Ph.D's, military officers, Federal judges, physicians, dentists, and other Black leadership have received their baccalaureate degree training at these institutions. Therefore, the Committee, in its analyses of equity for Blacks in higher education, feels it important to distinguish between the historical role these institutions have played and the very recent national response to equalizing educational opportunity for Blacks. So as not to distort the current national response to increased access of Blacks to higher education, the Committee, wherever possible, has chosen to examine these patterns separately so that the current national access picture is not overestimated by inclusion of a segment of institutions which traditionally have responded to the education of Black Americans.

Further, these HBC's have enrolled Black students not because of Civil Rights legislation of the 60's, nor the need to fill empty spaces in declining freshmen classes, but because of a genuine concern and commitment to the goal of educating Blacks for productive positions in this society. This fact must not be lost sight of as long term plans are made for increasing equity. The different birth rates for Blacks and whites and the impact of these on college enrollment projections through the rest of this century must also be considered in developing long-range plans. There is a likelihood of Black students again being in demand for reasons attributed to economic factors rather than an overriding concern for equality of opportunity.

The role of the historically Black colleges (HBC's) is significant as noted in Tables 2, 3, and 4. Although the proportion of Black students enrolled in the HBC's (as contrasted with other institutions) has declined, a look at the Fall 1976 data show that of the total of 1,034,580 Black students enrolled in higher education, 18 percent are in 102 HBC's. These HBC's, which are still predominantly Black and located in 17 States and the District of Columbia, have historically provided higher education to Blacks when traditionally white institutions in many States were segregated by law or otherwise. Therefore, even though 9.3 percent of all students in higher education are Black, if the Black enrollment in the HBC's, long responsive to the needs of Black/low-income students, was disaggregated from the national totals, only 7.8 percent of the total higher education enrollment in the U.S. would be Black. This distinction is even more pronounced when you examine those 17 states and the District of Columbia where HBC's are located. Tables 2, 3, and 4 show what the Black representation of of total, full-time, and first-time students is in each state and the effect

TABLE 2: BLACK STUDENTS AS A PERCENT OF TOTAL HIGHER EDUCATION ENROLLMENT IN ALL INSTITUTIONS AND NON-HBC INSTITUTIONS; AND PERCENT OF BLACK ENROLLMENT IN THE HBC's, BY STATE, FALL 1976

State	Total	% Black in All Institutions	% Black in Non-HBC Institutions	% of State's Black Enrollment in HBC's
Alabama	155,918	21.2	10.7	56.3
Arizona	174,687	2.6		
Arkansas	67,453	15.1	10.2	36.7
California	1,722,599	7.9		
Colorado	149,455	3.1		
Connecticut	145,136	4.7		
Delaware	31,182	11.4	8.0	34.0
District of Columbia	80,344	31.2	24.0	33.7
Florida	345,584	11.6	9.6	18.7
Georgia	169,643	18.3	11.0	45.2
Idaho	38,439	0.7		
Illinois	609,067	12.7		
Indiana	220,228	5.5		
Iowa	120,984	2.2		
Kansas	122,143	4.5		
Kentucky	126,906	7.5	6.6	13.8
Louisiana	154,386	23.3	12.1	54.7
Maine	39,486	0.6		
Maryland	209,282	17.7	13.2	29.7
Massachusetts	360,351	3.7		
Michigan	469,454	11.1		
Minnesota	184,064	1.5		
Mississippi	97,537	30.1	13.9	62.9
Missouri	221,927	9.3		
Montana	29,713	0.6		
Nebraska	77,204	3.5		
Nevada	29,995	4.6		
New Hampshire	39,373	1.5		
New Jersey	290,603	9.9		
New Mexico	54,435	2.2		
New York	930,545	10.3		
North Carolina	248,480	19.1	11.7	44.4
North Dakota	30,187	0.5		
Ohio	444,913	10.1	9.7	6.3
Oklahoma	145,196	6.6	5.9	10 4
Oregon	146,068	1.4		
Pennsylvania	471,173	6.8	6.1	10.1
Rhode Island	59,626	3.3		
South Carolina	117,289	21.7	15.2	35.4
South Dakota	30,186	0.5		
Tennessee	181,346	14.6	10.0	35.2
Texas	621,155	9.8	7.3	28.3
Utah	85,682	0.6		
Vermont	29,351	1.4		
Virginia	244,276	14.7	8.6	45.5
Washington	248,389	2.8		
West Virginia	80,156	4.3		
Wisconsin	232,729	3.6		
Wyoming	19,183	1.3		
Alaska	18,500	4.2		
Hawaii	47,108	1.0		
Outlying Areas & U.S. Service Schools	121,817	1.9		
Total U.S.	11,090,936	9.3 (1,034,680)	7.8	17.8

Source: Committee Staff analysis of Fall 1976 Enrollment Data from DHEW National Center for Education Statistics.

TABLE 3: BLACK STUDENTS AS A PERCENT OF FULL-TIME HIGHER EDUCATION ENROLLMENT IN ALL INSTITUTIONS AND NON-HBC INSTITUTIONS; AND PERCENT OF BLACK ENROLLMENT IN THE HBC's, BY STATE, FALL 1976

State	Total	% Black in All Institutions	% Black in Non-HBC Institutions	% of State's Black Enrollment in HBC's
Alabama	110,566	23.8	11.1	60.4
Arizona	85,429	2.6		
Arkansas	50,522	17.1	11.0	40.8
California	747,954	7.8		
Colorado	103,292	3.2		
Connecticut	85,960	4.8		
Delaware	21,026	12.1	7.0	46.6
District of Columbia	46,793	29.9	19.1	48.7
Florida	204,880	13.0	10.5	24.3
Georgia	118,818	20.2	10.5	54.3
Idaho	26,788	0.7		
Illinois	323,982	13.0		
Indiana	151,501	5.2		
Iowa	97,275	2.3		
Kansas	79,915	4.8		
Kentucky	90,016	8.1	6.9	16.5
Louisiana	111,933	24.0	11.3	59.9
Maine	29,282	0.8		
Maryland	110,286	19.3	12.6	40.4
Massachusetts	241,031	4.1		
Michigan	280,067	11.6		
Minnesota	128,705	1.6		
Mississippi	74,498	31.3	14.3	63.4
Missouri	143,515	8.1		
Montana	23,756	0.6		
Nebraska	53,393	3.0		
Nevada	10,570	5.3		
New Hampshire	30,639	1.7		
New Jersey	161,377	10.9		
New Mexico	36,133	2.6		
New York	601,482	9.8		
North Carolina	180,979	20.6	11.3	51.0
North Dakota	24,890	0.5		
Ohio	293,492	10.2	9.3	8.9
Oklahoma	98,641	6.6	5.7	14.7
Oregon	86,363	1.4		
Pennsylvania	323,247	6.4	5.6	13.7
Rhode Island	39,760	3.7		
South Carolina	88,425	22.4	14.1	43.2
South Dakota	24,516	0.5		
Tennessee	127,109	16.0	10.3	40.5
Texas	397,186	10.4	7.2	33.6
Utah	63,315	0.6		
Vermont	22,990	1.7		
Virginia	144,489	16.2	7.8	56.6
Washington	141,134	3.3		
West Virginia	49,562	5.1		
Wisconsin	164,578	3.5		
Wyoming	11,945	1.4		
Alaska	4,373	4.1		
Hawaii	31,199	0.8		
Outlying Areas & U.S. Service Schools	103,531	1.0		
Total U.S.	6,803,089	9.7 (659,817)	7.6	23.8

Source: Committee Staff analysis of Fall 1976 Enrollment Data from DHEW National Center for Education Statistics.

TABLE 4: BLACK STUDENTS AS A PERCENT OF FIRST-TIME HIGHER EDUCATION ENROLLMENT IN ALL INSTITUTIONS AND NON-HBC INSTITUTIONS; AND PERCENT OF BLACK ENROLLMENT IN THE HBC's, BY STATE, FALL 1976

State	Total	%Black in All Institutions	% Black in Non-HBC Institutions	% of State's Black Enrollment in HBC's
Alabama	39,560	25.7	13.2	56.3
Arizona	59,403	3.6		
Arkansas	15,962	18.2	13.4	31.4
California	320,477	8.8		
Colorado	37,729	4.1		
Connecticut	34,550	6.2		
Delaware	8,058	13.8	10.0	31.7
District of Columbia	10,210	46.5	40.3	27.2
Florida	72,368	13.6	11.7	15.8
Georgia	32,409	21.4	11.8	51.3
Idaho	11,377	0.5		
Illinois	152,479	14.7		
Indiana	44,479	6.0		
Iowa	31,262	2.6		
Kansas	28,643	6.5		
Kentucky	26,198	9.2	7.9	16.5
Louisiana	34,149	28.2	16.9	48.5
Maine	9,329	0.8		
Maryland	47,034	20.6	18.9	10.8
Massachusetts	80,552	3.9		
Michigan	107,930	11.6		
Minnesota	37,817	1.3		
Mississippi	28,502	32.4	17.4	58.1
Missouri	44,260	10.1		
Montana	6,254	0.6		
Nebraska	21,184	4.7		
Nevada	3,124	4.8		
New Hampshire	10,586	1.5		
New Jersey	57,763	12.1		
New Mexico	10,416	2.9		
New York	151,933	8.5		
North Carolina	68,794	22.5	16.2	33.8
North Dakota	9,148	0.5		
Ohio	102,764	12.3	11.5	6.8
Oklahoma	32,117	7.8	6.9	12.4
Oregon	34,595	1.4		
Pennsylvania	99,535	8.8	7.7	13.4
Rhode Island	12,040	3.8		
South Carolina	29,705	35.7	19.8	32.2
South Dakota	8,776	0.5		
Tennessee	40,594	19.7	12.7	41.0
Texas	136,363	11.5	9.2	22.1
Utah	21,601	0.7		
Vermont	7,079	1.8		
Virginia	38,868	18.7	8.9	57.9
Washington	27,109	3.2		
West Virginia	15,808	4.5		
Wisconsin	62,428	3.5		
Wyoming	4,651	1.5		
Alaska	727	3.0		
Hawaii	9,046	1.2		
Outlying Areas & U.S. Service Schools	33,462	0.9		
Total U.S.	2,371,407	10.7	9.0	18.1

Source: Committee Staff analysis of Fall 1976 Enrollment Data from DHEW National Center for Education Statistics.

of the HBC enrollment on the proportion of Blacks enrolled in those states where these institutions are found.

Examining Black higher education enrollment in the four national geographic regions which are used by the Bureau of the Census (with the addition of the outlying areas as a fifth category), 45 percent of Black students were enrolled in the Southern region of the country in Fall 1976. Approximately 40 percent of the students enrolled in that region were in the HBC's (see Table 5).

Aside from the Black enrollment in the HBC's, the Southern region enrolled one-third of all Blacks in higher education who were in institutions other than the HBC's. The North Central region followed with 26.7 percent of the non-HBC enrollment. Table 5 also provides the distribution of the Black population by region, in 1974, for comparison.

B. Enrollment By Type of Institution

Data from the U.S. Bureau of the Census for October 1973 showed that of all the Black students enrolled in higher education institutions, 30 percent were in two-year or community colleges compared with 23 percent of the white students. The remainder were in universities or four-year colleges. Three years later, in the Fall of 1976, NCES reported data which indicated that 42 percent of all Blacks and approximately one-third of all white students were in 2-year or community colleges.

The majority of Black students begin their higher education by entering 2-year colleges. In fact, over one-half of all first-time Black freshmen in the Fall of 1976 enrolled in 2-year colleges. Most of these Black students entering 2-year colleges were enrolled in colleges other than the HBC's. In the Fall of 1976, less than two percent of all Blacks in 2-year colleges were in HBC 2-year institutions. There are currently sixteeen 2-year colleges which are historically Black. A large portion of Black graduates of many 2-year institutions (42 percent) receive degrees or certificates that are not wholly or chiefly creditable toward a baccalaureate degree as evidenced by the 1975-76 data collected by the DHEW, National Center for Education Statistics.

The substantial enrollment of Black students in these 2-year colleges may be symptomatic of the overwhelming number of Black students who are products of a secondary school educational experience, described earlier, which fails to equip them with the necessary academic requirements, counseling, and motivation to pursue traditional higher education opportunities. These conditions must be addressed, or even larger numbers of Black students will find that their primary access to postsecondary education is through the two-year or community colleges. State master plans for higher education

TABLE 5: DISTRIBUTION OF BLACK ENROLLMENT IN HIGHER EDUCATION AND DISTRIBUTION OF BLACK POPULATION BY CENSUS REGION

Region	Total Blacks in All Higher Education Fall 1976		Blacks in Higher Education Institutions Other Than HBC's, Fall 1976		Distribution of Black Population, 1974
	Number	Percent	Number	Percent	Percent
Northeast	179,605	17.4%	176,371	20.7%	18%
North Central	229,850	22.2	226,973	26.7	20
South	463,728	44.8	285,948	33.6	53
West	159,187	15.4	159,187	18.7	9
Outlying Areas	2,310	0.2	2,310	0.3	--
TOTAL	1,034,680	100.0%	850,789	100.0%	100%

Sources: Committee Staff Analysis of data on Fall 1976 enrollment from the DHEW National Center for Education Statistics; and U.S. Bureau of the Census, The Social and Economic Status of the Black Population in the U.S., 1974.

will be reviewed in depth in a later Committee report to try to establish whether any State policy initiatives may be encouraging the high enrollment of Blacks in two-year colleges. There is also a need to ensure that if Black students gain access to two-year institutions, they understand the necessary requirements and available options for transferring to four-year institutions upon completion of an associate degree or certificate.

Historically Black colleges still play an important role in providing traditional higher education for Black students. In addition, as Tables 6 and 7 show, disaggregating the population of Black students enrolled in the HBC's from the total enrolled, regardless of institution, presents a different national pattern of participation by type and control of institution.

Higher education enrollment outside of the historically Black colleges shows an even higher proportion of Blacks in 2-year colleges. For example, the percent of all Black students in higher education that were in 2-year colleges in 1976 was 42 percent. However, for those students in colleges other than the HBC's, 50 percent of the Blacks were in 2-year colleges, compared with 35 percent of all students. (These figures for the total are not to be confused with data previously presented for first-time freshmen). The emergence of newer predominantly Black colleges (NPBC's), which are not historically Black, results from the establishment of these institutions in areas with a high concentration of the Black population. Four out five of the Black students enrolled in these NPBC's are in 2-year or community colleges, as contrasted with the HBC's, where 95 percent are enrolled at the four-year or university level. Additional analyses comparing Full-Time Equivalent (FTE) enrollment at the 2-year and 4-year levels, as well as data on the proportion of 2-year college students that transfer to baccalaureate degree programs, is necessary to determine the impact of 2-year colleges on the goal of equity in higher education.

Another interesting change, once the HBC's enrollment is separated from the total, is that only 34 percent of all the Blacks in non-HBC institutions are in four-year colleges, a difference of 10 percent less than what was evidenced for all Black students, including those at the HBC's.

Black colleges tend to better assure that the students they enroll are truly at the level of higher education which has traditionally produced candidates for graduate and professional schools and trained professional manpower, thereby enhancing the economic mobility of the Black population.

TABLE 6: PERCENTAGE AND FREQUENCY DISTRIBUTIONS OF BLACKS ENROLLED IN COLLEGES AND UNIVERSITIES, BY TYPE OF INSTITUTION*, FALL 1976

Type of Institution	Total Black Enrollment (all institutions)		Percent Enrolled in...			Percent Black Students of All Higher Education Students	Number of Institutions			
	Number	Percent	HBC's	NPBC's	Other Than HBC's/NPBC's		All	HBC's	NPBC's	Other Than HBC's/NPBC's
All Institutions	1,034,680	100.0	17.8	11.9	70.3	9.3	3,074	102	42	2,930
Public	832,866	100.0	14.8	13.5	71.7	9.6	1,467	40	26	1,401
Private	201,814	100.0	29.9	5.4	64.7	8.4	1,607	62	16	1,529
All Universities	150,217	100.0	8.1	-	91.9	5.4	161	2	-	159
Public	104,908	100.0	4.7	-	95.3	5.0	96	1	-	95
Private	45,309	100.0	16.0	-	84.0	6.5	95	1	-	64
All 4 Year	455,170	100.0	35.9	5.5	58.6	10.4	1,767	84	11	1,672
Public	318,499	100.0	35.4	6.5	58.1	11.2	462	34	6	422
Private	36,671	100.0	37.1	3.2	59.7	8.9	1,305	50	5	1,250
All 2 Year	429,293	100.0	1.9	22.9	75.2	11.0	1,146	16	31	1,099
Public	409,459	100.0	1.5	22.4	76.1	10.9	909	5	20	884
Private	19,834	100.0	11.7	32.3	56.0	13.2	237	11	11	215

Source: Committee Staff analysis of DHEW National Center for Education Statistics data from Fall 1976 HEGIS Survey.

*HBC = Historically Black Colleges (excludes 3 HBC's which were predominantly white in 1976 - see page 13).

NPBC = Newer Predominantly Black Colleges (see page 13 for definition).

ABLE 7: PERCENT DISTRIBUTION OF TOTAL BLACK HIGHER EDUCATION ENROLLMENT, BY LEVEL OF INSTITUTION*, FALL 1976

Type of Institution	All Black Students in Higher Education	Blacks in HBC's	Blacks in other than HBC's	Blacks in NPBC's	Blacks in HBC's & NPBC's	Blacks in other than HBC's & NPBC's
LL INSTITUTIONS	1,034,680 100.0	183,891 100.0	850,789 100.0	123,263 100.0	307,154 100.0	727,526 100.0
Universities	14.5	6.6	16.2	---	4.0	19.0
Four-Year Colleges	44.0	88.8	34.3	20.3	61.3	36.7
Two-Year Colleges	41.5	4.5	49.5	79.7	34.7	44.4
UBLIC INSTITUTIONS	832,866 100.0	123,577 100.0	709,289 100.0	112,464 100.0	236,041 100.0	596,825 100.0
Universities	12.6	4.0	14.1	---	2.1	16.7
Four-Year Colleges	38.2	91.1	29.0	18.3	56.4	31.0
Two-Year Colleges	49.2	4.9	56.9	81.7	41.5	52.2
RIVATE INSTITUTIONS	201,814 100.0	60,314 100.0	141,500 100.0	10,799 100.0	71,113 100.0	130,701 100.0
Universities	22.5	12.0	26.9	---	10.2	29.1
Four-Year Colleges	67.7	84.2	60.7	40.6	77.6	62.4
Two-Year Colleges	9.8	3.8	12.4	59.4	12.3	8.5

Source: Committee Staff analysis of data from the DHEW National Center for Education Statistics.

*HBC = Historically Black Colleges (excludes 3 HBC's which were predominantly white in 1976 - see page 20).
NPBC = Newer Predominantly Black Colleges (see page 20 for definition).

C. Enrollment By Control and Level

The total Black enrollment by institutional control (public versus private) was similar to that for all students in Fall 1976. Approximately 81 percent of Black students and 78 percent of all students were in public institutions with the proportion in private institutions being 19 percent and 22 percent respectively.

The biggest differences were found in the enrollment of Black students versus all students at certain types of public and private institutions. The most notable differences occurred at the university level. Overall, 25 percent of all students but only 15 percent of Black students were enrolled in universities. However, 44 percent of Black students compared with 40 percent of all students were in four-year colleges, and Blacks were more likely than the average higher education enrollee to be in two-year colleges (42 percent compared with 35 percent respectively).

D. Enrollment Status

There was no difference between the percentage of Black undergraduate students enrolled full-time and part-time as compared with all undergraduate students in higher education in 1976. Seventy percent of both groups were enrolled full-time and 30 percent were enrolled part-time. Again, if the data on the enrollment status of Blacks in the HBC's were separated from the total, a different picture could emerge. Additional data on degree-credit and non-degree credit status of Black students must also be secured to determine to what goal Black students are working.

At the first professional level, 90 percent of all students as well as Black students were enrolled full-time. However, for graduate students overall and those in the first year of graduate study, a Black student was more likely than the average student to be enrolled part-time. This pattern suggests that the desire for graduate level training necessitates part-time study combined with work more often for Black students. In addition, it suggests that the level of individual financial support, if increased, would enable more Black students to pursue full-time courses of study and would result in a higher likelihood of completion and a swifter production of graduates.

E. Enrollment by Major Field of Study

The major fields of study for Black students have been concentrated in those areas where jobs have historically been available to Blacks (for

example, teaching). There is a need for more diversity in the majors selected by Black students if they are to compete in the future job markets and if they are to be represented in all professional fields. Black students must be given information, at an early age, which familiarizes them with the range of opportunities that they may not be aware of due to a lack of role models. In addition, with increased job opportunities for Blacks in fields which have historically shown underrepresentation, the inclination of younger Blacks toward non-traditional fields will likely increase. Table 8 provides comparisons of the enrollments by selected major fields in Fall 1976. Comparisons are made between Black students and all students in higher education. Although data for all major fields were not collected in 1976, some general conclusions can be drawn regarding Black participation in selected fields.

While 0.7 percent of Black (1.5 percent of all) undergraduates were enrolled in majors in the physical sciences, the situation for first-time freshmen emphasizes the need for concern. Only 0.5 percent of the Black first-time freshmen compared with 2 percent of all entering freshmen in 1976 were enrolled in the physical sciences.

At the graduate level, similar differences occur. One percent of Black post-baccalaureate students (3 percent of all students) are in the physical sciences. Further, less than one percent of the Black first year graduates (0.8 percent) compared with 2.3 percent of all beginning graduate students, are enrolled in the physical sciences. These differences which exist between Black students and all students in higher education are important. However, the historical shortage of Black manpower in technical and scientific fields necessitates going beyond the attainment of parity, surpassing the norm to make up for lost time.

Engineering is another field with marginal participation by Black students, in spite of ongoing programs intended to ameliorate the problem. Of all first-time freshmen, 3.6 percent were in engineering in 1976. The comparative figure for Black freshmen was 2.4 percent. For all undergraduates, 3 percent of Blacks and 5 percent of all students were in engineering. At the graduate level, 4.8 percent of all first year students were in engineering compared with 1.1 percent of Black first year graduate students. Differences in other fields are noted in Table 8.

F. Graduate and Professional Enrollment

Characteristics of Black participation in graduate and professional education have been briefly noted in other sections of this part. The representation of Black students at the undergraduate level is closer to their proportion of the general population than at the graduate level.

TABLE 8: COMPARISON OF TOTAL AND BLACK HIGHER EDUCATION ENROLLMENT, BY MAJOR FIELD OF STUDY AND LEVEL OF ENROLLMENT, FALL 1976*

Major Field	First-Time Freshmen		All Undergraduates		First Year Graduates		All Post-Baccalaureate	
	Total	Black	Total	Black	Total	Black	Total	Black
Agriculture	1.2	0.3	1.6	0.3	1.2	0.3	1.0	0.3
Architecture	0.5	0.2	0.7	0.3	0.8	0.7	1.0	1.0
Biological sciences	2.0	1.5	3.2	2.3	2.9	1.4	3.0	1.0
Business/management	10.7	11.5	12.8	13.3	14.2	9.7	11.0	8.0
Engineering	3.6	2.4	4.5	2.5	4.8	1.1	4.0	1.0
Physical sciences	2.0	0.5	1.5	0.7	2.3	0.8	3.0	1.0
Professional Fields	--	--	--	--	0.3	0.1	15.4	12.1
All others	80.3	83.6	75.8	80.6	73.4	86.0	61.6	75.6
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: Committee Staff analysis of preliminary data on Fall 1976 enrollment from the DHEW National Center for Education Statistics.

*Does not include unclassified students; percentages may not add to total due to rounding.

Only 6.4 percent of first-year graduate students,* 6.0 percent of all graduate students, and 4.5 percent of all professional students in 1976 were Black. In Fall 1976, there was a total of 76,526 Black students pursuing graduate and professional study. Of that number 11,181 or 14.6 percent were in professional schools or programs, and the remaining 65,345 were in graduate programs. In that same year, there were 66,120 non-resident alien* graduate students, compared with 65,345 Black students. The access to graduate education for foreigners, therefore, appears to be greater than that for Black Americans. Table 9 provides data on the number of Black students enrolled in graduate and professional study in the U.S. Over 51 percent of all Black graduate students in 1976 were in one of the following eight jurisdictions - California, District of Columbia, Georgia, Illinois, Michigan, New York, Ohio, and Texas. The majority (54 percent) of Black first-professional students were in California, D.C., Illinois, Michigan, New York, Ohio, and Tennessee.

A significant number (41,483, or 63.4 percent) of the 65,345 Black graduate students were in their first year of graduate study. Thus, the participation of Blacks in graduate study is relatively new, and the high number of Blacks in their first year of graduate study may be indicative of the necessity to enroll on a part-time basis. According to a study currently being conducted on the access of Blacks to higher education (Boyd, 1978), the number of Black students planning to attend graduate school full-time is staying about the same, but the number planning to attend part-time has more than doubled in the period being studied. This seems to be correlated with two things: (1) the number of Black students with undergraduate loans has risen from 20 percent to 55 percent of the baccalaureate degree graduates, and (2) most of the financial aid available for graduate school is loans. This makes a student pause and think about acquiring additional loan burdens.

The contribution of the HBC's in enrolling Black post-baccalaureate students is outstanding, particularly in those States with HBC's offering graduate level as well as first-professional education. The proportion of the Black graduate and first professional students in the U.S. who were enrolled in the HBC's in 1976 was 19 percent. The same percentage of Black first-year graduate students were in the HBC's. However, in some of the HBC States, nearly one-half or more of the Black first-year graduate students in those States were in HBC's, notably Alabama (51.1 percent), Mississippi (71.8 percent), North Carolina (49.0 percent), and Texas (48.5 percent). For all Black graduate students, regardless of year enrolled, Mississippi showed 61.5 percent and Alabama, 50.3 percent of their Black

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*First-year graduate students are graduate students who have completed less than one full year of required graduate study.

*Non-resident aliens are foreigners without U.S. citizenship status.

TABLE 9: BLACK REPRESENTATION IN GRADUATE AND FIRST-PROFESSIONAL PROGRAMS, BY STATE , FALL 1976

State	GRADUATE				FIRST-PROFESSIONAL	
	Total		First-Year			
	# of Blacks Enrolled	% of Total	# of Blacks Enrolled	% of Total	# of Blacks Enrolled	% of Total
Alabama	2,772	17.2	1,845	17.9	224	7.7
Arizona	126	0.9	44	0.8	4	0.4
Arkansas	471	8.6	370	10.1	64	4.4
California	5,400	4.6	3,868	5.0	1,213	4.1
Colorado	178	1.3	78	1.1	52	1.9
Connecticut	511	2.1	325	2.1	139	5.8
Delaware	26	1.9	15	1.9	-	-
District of Columbia	3,240	15.7	1,845	14.5	1,273	15.6
Florida	2,051	8.3	1,475	8.9	167	3.3
Georgia	3,097	14.5	1,955	15.1	333	7.5
Idaho	37	0.7	31	1.1	0	0
Illinois	1,397	7.2	3,124	8.2	650	3.9
Indiana	1,001	3.2	766	3.7	202	3.4
Iowa	267	2.4	103	1.9	81	1.4
Kansas	375	2.4	159	2.0	60	2.9
Kentucky	633	3.9	478	4.1	90	2.2
Louisiana	2,762	16.7	1,139	13.4	253	4.9
Maine	1	0.1	0	0	0	0
Maryland	2,349	11.0	1,564	11.8	240	6.4
Massachusetts	1,283	2.7	489	2.4	473	4.0
Michigan	3,537	7.1	1,955	6.9	817	7.2
Minnesota	304	1.6	199	1.6	84	1.4
Mississippi	2,226	25.3	1,520	28.7	92	4.5
Missouri	1,175	4.7	790	5.6	304	3.3
Montana	7	0.4	2	0.3	0	0
Nebraska	187	2.5	166	2.8	50	1.9
Nevada	57	3.8	51	5.9	-	-
New Hampshire	12	0.5	5	0.4	13	6.7
New Jersey	1,832	5.1	844	4.6	372	7.8
New Mexico	89	1.5	38	2.0	11	1.8
New York	6,994	5.9	4,087	6.3	859	4.1
North Carolina	2,186	11.4	1,541	14.7	350	7.9
North Dakota	6	0.3	4	0.5	2	0.4
Ohio	3,283	7.0	1,568	6.2	584	4.9
Oklahoma	690	4.6	398	5.1	38	1.2
Oregon	91	0.9	59	0.9	29	0.8
Pennsylvania	1,916	1.6	1,262	3.7	544	3.9
Rhode Island	107	1.9	47	2.1	7	2.8
South Carolina	1,592	12.9	1,376	13.3	83	4.5
South Dakota	9	0.5	6	0.5	0	0
Tennessee	1,450	9.4	1,077	9.9	643	12.9
Texas	4,057	6.3	2,880	7.3	452	3.5
Utah	37	0.6	2	0.1	3	0.5
Vermont	60	2.4	42	2.3	2	0.3
Virginia	1,572	8.5	1,140	8.0	161	3.9
Washington	295	2.3	196	2.4	45	1.3
West Virginia	252	2.3	200	2.1	18	1.7
Wisconsin	453	2.3	299	2.5	96	3.0
Wyoming	10	0.8	9	1.1	1	0.5
Alaska	34	4.4	33	4.6	-	-
Hawaii	29	0.8	9	0.8	0	0
Outlying Areas & U.S. Service Schools	19	0.4	5	0.2	0	0
Total U.S.	65,345	6.0	41,483	6.4	11,181	4.5

Source: Committee Staff analysis of data from the DHEW, Office for Civil Rights, Racial, Ethnic and Sex Enrollment Data from Institutions of Higher Education, Fall 1976.

graduate students enrolled in the HBC's in 1976. These percentages are significant when you examine both the proportion of the Black graduate enrollment in these HBC's and make the same comparisons with the number of institutions in which these students are enrolled (see Table 10).

The performance of the historically Black colleges at both the graduate and first professional levels requires that their programs be expanded as one solution to increasing the numbers of Black students at the post-baccalaureate levels. But even if these programs at the HBC's are expanded, there are many other Blacks who could participate in graduate and professional study, given the financial assistance and incentives that these data clearly indicate and required to get more students in the pipeline and through successful graduate school experiences. In addition, in the States noted in Tables 10 and 11, the presence of the HBC's and the large number of Blacks who graduate from these institutions provides a more than adequate feeder system for increasing Black graduate and first professional enrollments in the other colleges within those States as well as the Nation.

The recent decline in Black enrollment in law and medical schools gives cause for alarm. While Black representation in undergraduate enrollment has increased, recent data reported by the American Bar Association and the Association of American Medical Colleges indicates that Black enrollment in these professional schools is on the decrease. In fact, the very serious declines noted in Tables 12, 13, and 14 provide substantial proof of the negative effect of the Bakke case, of which many educators have previously given warning. Black first-year enrollment in law schools declined by 8.6 percent between 1975 and 1977 compared with declines of 2.7 percent for all minorities and 0.6 percent for non-minority first-year enrollments. At U.S. medical schools, the first-year enrollment of white students increased by 2.5 percent between 1977 and 1978 while that of Blacks decreased by 1.9 percent.

TABLE 10: BLACK PERCENTAGE OF TOTAL AND FIRST-YEAR GRADUATE STUDENTS IN 13 STATES AND THE DISTRICT OF COLUMBIA AND PERCENTAGE OF STATES' BLACK GRADUATE ENROLLMENT IN HISTORICALLY BLACK COLLEGES, FALL 1976

State	Number of Institutions*		%Black of Total Graduate Enrollment	%Black of First Year Graduate Enrollment	% Blacks in HBC's as a % of total Black Graduate Enrollment in State	
	Total	HBC's			Total	First Year
Alabama	18	3	17.2	17.9	50.3	51.1
District of Columbia	14	2	15.7	14.5	39.2	35.3
Florida	24	1	8.3	8.9	5.1	7.1
Georgia	24	4	14.5	15.1	39.8	35.8
Kentucky	15	1	3.9	4.1	5.1	4.6
Louisiana	18	3	16.7	13.4	46.1	22.4
Maryland	23	3	11.0	11.8	52.8	53.2
Mississippi	11	3	25.3	28.7	61.5	71.8
North Carolina	12	2	11.4	14.7	45.0	49.0
Pennsylvania	62	1	3.6	3.7	9.8	9.1
South Carolina	14	1	12.9	13.3	26.9	28.6
Tennessee	19	3	9.4	9.9	33.8	31.8
Texas	55	2	6.3	7.3	47.1	48.5
Virginia	20	4	8.5	8.0	48.4	40.1
TOTAL/13 States + D.C.	329	33	9.7	10.0	39.7	38.2
TOTAL U.S.	1,052	33	6.0	6.4	19.4	19.4

* Total number of institutions with graduate programs, Fall 1976.

Source: Committee Staff analysis of data from the DHEW, Office for Civil Rights, Racial, Ethnic and Sex Enrollment Data from Institutions of Higher Education, Fall 1976 (April 1978)

TABLE 11: FIRST PROFESSIONAL ENROLLMENT OF BLACKS IN 6 STATES AND THE DISTRICT OF COLUMBIA AND, PERCENTAGE OF STATES' BLACK PROFESSIONAL ENROLLMENT IN HISTORICALLY BLACK COLLEGES, FALL 1976

State	Number of Institutions*		Black First Professional Enrollment	% of Total First Professional Enrollment	Black Enrollment in HBC's as % of First Professional Enrollment in State
	Total	HBC's			
Alabama	8	2	224	7.7	63.4
District of Columbia	6	1	1,273	15.6	65.5
Georgia	6	1	333	7.5	61.9
Louisiana	7	1	253	4.9	51.4
North Carolina	6	1	350	7.9	32.9
Tennessee	9	1	643	12.9	81.3
Texas	26	1	452	3.5	45.1
TOTAL/6 States + D.C.	68	8	3,528	8.2	61.1
TOTAL U.S.	462	8	11,181	4.5	19.3

Source: Committee Staff analysis of data from the DHEW, Office for Civil Rights, Racial, Ethnic and Sex Enrollment Data from Institutions of Higher Education, Fall 1976.

*Total number of institutions with first professional programs.

TABLE 12: BLACK REPRESENTATION IN LAW AND MEDICAL SCHOOLS

	Percent Black of La. School Enrollment		Percent Black of Medical School Enrollment	
	Total	First Year	Total	First Year
1971	4.0	4.7	*	*
1972	4.3	5.4	*	*
1973	4.5	5.2	6.0	7.3
1974	4.5	5.0	6.3	7.5
1975	4.4	5.2	6.2	6.8
1976	4.7	5.3	6.1	6.7
1977	4.5	4.9	6.0	6.7
1978	*	*	5.7	6.4

*Not available.

Source: Tables 13 and 14.

TABLE 13: FIRST YEAR AND TOTAL ENROLLMENT IN ABA-APPROVED LAW SCHOOLS, 1971-1977

	1971	% Change	1972	% Change	1973	% Change	1974	% Change	1975	% Change	1976	% Change	1977
FIRST YEAR ENROLLMENT													
Total	36,171	-2.9	35,131	5.4	37,018	2.9	38,074	2.5	39,038	2.5	39,996	-0.8	39,676
Black	1,716	11.1	1,907	1.9	1,943	-1.7	1,910	7.1	2,045	4.1	2,128	-8.6	1,945
Minority	2,567	14.3	2,934	6.1	3,114	-6.2	3,308	3.2	3,413	7.5	3,669	-2.7	3,571
Non-Minority	33,604	-4.2	32,197	5.3	33,904	2.5	34,766	2.5	35,625	2.0	36,327	-0.6	36,105
TOTAL ENROLLMENT													
Total	94,468	7.7	101,707	4.3	106,102	4.3	110,713	5.7	116,991	3.9	117,451	0.9	118,557
Black	3,744	18.1	4,423	8.9	4,817	3.7	4,995	2.6	5,127	7.3	5,503	-3.6	5,304
Minority	5,568	20.9	6,730	12.9	7,601	9.6	8,333	4.4	8,703	9.4	9,524	0.8	9,597
Non-Minority	88,900	6.8	94,977	3.7	98,501	3.9	102,380	5.8	108,288	-0.3	107,927	1.0	108,960

Source: American Bar Association, A Review of Legal Education in the United States - Fall 1977.

TABLE 14: FIRST YEAR AND TOTAL ENROLLMENT IN U.S. MEDICAL SCHOOLS, 1973-1978

	1973	% Change	1974	% Change	1975	% Change	1976	% Change	1977	% Change	1978
FIRST YEAR ENROLLMENT											
Black	1,027	7.7	1,106	-6.3	1,036	0.4	1,040	4.3	1,085	-1.9	1,064
White	12,206	3.2	12,595	4.5	13,156	1.7	13,383	2.6	13,732	2.5	14,074
Total	14,159	4.3	14,763	3.6	15,295	2.1	15,613	3.3	16,136	2.4	16,530
TOTAL ENROLLMENT											
Black	3,040	10.4	3,355	3.0	3,456	1.8	3,517	2.0	3,587	-1.3	3,540
White	44,720	4.6	46,761	4.0	48,654	3.2	50,233	3.5	51,974	3.4	53,746
Total	50,751	5.5	53,554	4.2	55,818	3.5	57,765	3.9	60,039	3.7	62,242

Source: Results of fall survey conducted by Association of American Medical Colleges and reported in Medical School Enrollments at Record High (Nov. 1978 News Release).

PART IV

THE SCOPE AND IMPACT OF SELECTED FEDERAL PROGRAMS

Enhancing educational opportunity is a theme which runs through many of the descriptions of the current Federal programs intended to increase access to higher education. These Federal programs in many instances are geared to students from low-income families who without such opportunities might not be able to participate. The success of these programs is predicated on sound State efforts. However, the focus in this part is not to analyze State efforts but those emanating from the Federal government. The programs described are limited primarily to those within the purview of the U.S. Office of Education and directly or indirectly related to the issue of access. The health divisions of DHEW and divisions within other Federal agencies have programs intended to increase access and praticipation of Black students in the health sciences, engineering, physical sciences, aviation, and other selected fields. There are related programs which have been initiated at the State level and in the private sector. Due to the limitations of time, this report focuses its attention on the DHEW/USOE programs. (Forthcoming reports will describe other programs existing in the Federal, State, and private sectors).

While such programs exist, constant demands are made on their funds to include not only low-income students but various other groups who are experiencing difficulties in higher education and want to benefit from the limited resources available. A large number of Black and other minority students participate in these Federal programs, not because the programs are geared toward any specific racial group but because "of their overrepresentation among [educationally or financially] 'disadvantaged' students" (Congressional Budget Office, 1977). Due to this reality and because the larger society has not alleviated this continuing deprivation, such programs will be a necessity for some time to come.

This part of the report provides an analysis of the extent to which such programs have assisted Black, minority, or low-income students to gain access to and partcipate more fully in higher education. There are 18 major programs reviewed in this part, some that nave been in existence for ten years or more. Information on the impact of such programs on Black Americans is available to only a limited degree because data on participants were not systematically collected by specific racial/ethnic group. Nevertheless, a number of evaluation studies have been conducted and are cited herein. Most of these findings were excerpted from the Annual Evaluation Report on Programs Administered by the U.S. Office of Education, Fiscal Year 1977.

The 18 ongoing programs are:

Special Programs for the Disadvantaged
- Upward Bound Program
- Talent Search
- Educational Opportunity Centers
- Special Services for Disadvantaged Students in Institutions of Higher Education

Student Financial Aid Programs
- Basic Educational Opportunity Grant Program
- Supplemental Educational Opportunity Grant Program
- State Student Incentive Grant Program
- College Work Study Program
- Guaranteed Student Loan Program
- National Direct Student Loan Program

Graduate and Professional Training Programs
- Legal Training for the Disadvantaged
- Education for the Public Service
- Graduate and Professional Opportunities Program

Other Programs
- State Postsecondary Education Commissions
- Community Service and Continuing Education Program
- Strengthening Developing Institutions
- National Institute for Education
- Fund for the Improvement of Postsecondary Education

A. Special Programs for the Disadvantaged

These programs operate in both the secondary school and higher education settings. Overall, they are intended to recruit, counsel, and tutor "disadvantaged" students to assist these students in gaining access to and succeeding in higher education. Unlike the programs of financial aid to students, these programs are "aimed at removing non-financial barriers to access and persistence." However, only one in eight potential clients can be served based on current funding levels.

A recent study of high school completion and postsecondary education entry rates for the Upward Bound (UB) participants and a similiar but nonparticipating comparison group of students indicated that while high school completion rates are basically the same (70 percent probability of graduation), large differences exist for access to higher education. In 1974, 71 percent of the UB high school graduates compared with 47 percent of the comparison group entered an institution of higher education. The

tudy also indicates that the likelihood of entry for UB participants increased with the length of time in the program. Preliminary results from later study show that the higher level of attendance for UB participants s continuing. Approximately one-half of the UB participants were Black, ne-half were classified as "academic risks", and 2/3 were at or below he poverty level.

The recent study of the Talent Search (TS) Program showed that it served about 109,000 clients in 1973-74 and that 80 percent (87,200) applied for postsecondary education. Of the number who applied, 65,000, or 75 percent were accepted. Of the number accepted, 12,753 enrolled in a postsecondary institution.

The Educational Opportunities Centers Program provides various forms of counseling and remedial or tutorial assistance. In its first year of operation (1973-74), 44 percent of the 32,000 participants enrolled in postsecondary schools and an additional 13 percent had been accepted but had not yet begun their studies.

These recent studies show the positive effects of these TRIO programs and also reveal a need to improve program impact to serve more students. Currently work is underway to identify and evaluate successful techniques and models. After a three year trial period, the results of these tested models will be disseminated to State and local education agencies and postsecondary educational institutions for use in their own efforts.

B. Student Financial Aid Programs

While all low-income or needy students do not require the type of assistance offered by the special programs for the disadvantaged, all require financial assistance. Participation in postsecondary study activities varies with family income level. For the high school graduates of 1974, less than 25 percent of the lowest income group (under $5,000) attended 4-year institutions, compared with 50 percent of the highest income group (over $30,000). There is also a higher probability that a low-income high school graduate will enroll in a vocational or technical institution than a high-income graduate. Low-income students also have a higher likelihood of failure (80 percent greater chance of not completing a postsecondary program once they have enrolled). This dropout rate is lower in 4-year institutions that in all other institutional types, regardless of income class. The higher tendency for low-income students to enroll in 2-year and vocational or technical institutions partially explains their overall higher dropout rates.

There is a continuing need for a review of the way in which aid is

packaged since an education at an institution that appears to be the highest priced can turn out to be the least expensive simply because the financial aid package is more responsive (Boyd, 1978).

Most USOE student aid programs are need-based, although other Federal programs, as well as many State and institutional programs, provide grant aid on bases other than need. Without continued focus on need-based programs, limited resources will be depleted. Some of the Federal financial aid programs are cited below, with brief excerpts on research findings reported in the FY 1977 USOE Evaluation Report.

Basic Educational Opportunity Grants (BEOG)

In 1975-76, 84 percent of the applicants who qualified for BEOG's (or 1,228,034 students) received them. The average award was $775. In 1976-77, the average award was $771, and the number of participants increased to 1,945,454 students. There has been an increase in the number of independent student applicants since 1973-74, and these students in 1975-76 comprised about 30 percent of the total qualifying applicants.

BEOG program data and recent results from a Higher Education Panel Survey (Atelsek and Gomberg, 1977) for 1974-75 indicate the program is generally working well. While the program serves a larger percentage of minority students, preliminary data indicate that this percentage fell from 48.1 percent in 1974-75 to 42.1 percent in 1976-77. This high percentage of minority students served goes back to their overrepresentation in the lower income groups.

The BEOG program seems to provide for a greater emphasis on access and lesser emphasis on choice since 90 percent of the BEOG students are at the lowest institutional cost levels. At the higher cost schools, although the BEOG awards are higher, they account for a lower percentage of the total cost at these institutions. Instead, at these higher cost institutions, State, local, and private scholarships are more important in equalizing financial barriers.

Supplemental Educational Opportunity Grants (SEOG)

Minority students received 47.8 percent of the SEOG's in 1974-75. In 1976-77, however, their participation rate declined to 39 percent. In the public sector, the largest percentage of minority SEOG recipients (48.4 percent) was in two-year institutions, and the public universities had the lowest percentage (36.5 percent) of minority recipients. The figures were reversed for the private institutions, with 37.2 percent of the minority recipients in universities and 26.6 percent in two-year institutions.

State Student Incentive Grants (SSIG)

This program is intended to encourage States to develop or expand programs of grant aid to help undergraduate students in substantial financial need. It is a 50-50 cost sharing program between the Federal and State governments. No data by racial/ethnic group were available to assess the impact of this program on Black students.

Students with family incomes below $6,000 comprised 36 percent of the SSIG recipients in 1975-76, compared with 43 percent of the 1974-75 recipients. On the other hand, middle-income (over $15,000) students comprised 15 percent of the 1975-76 recipients, an increase from 1974-75 when they were 8.9 percent of the total recipients.

In 1975-76, proprietary schools accounted for 2.3 percent of the available funds compared with 1.4 percent of the 1974-75 funds. Sixty percent of the students receiving 75-76 SSIG awards were in public institutions; 39 percent were in private institutions, and one percent were in proprietary schools.

College Work Study Program (CWSP)

Minorities comprised 32.6 percent of the CWSP participants, and 38.5 percent were from families with incomes under $7,500 in April 1975. These percentages were confirmed over a two-year period. The USOE evaluation report finds it "somewhat surprising the [CWSP's] impact on minority and low-income students is substantially less than that of the Basic and Supplemental Grants programs" since the CWSP program is also designed to benefit students in great financial need.

Guaranteed Student Loan Program (GSLP)

The income eligibility requirement for this program was deleted by Congress in 1978, enabling any student to be eligible for this program. Other changes have resulted for graduate and professional school students which enables them to borrow a higher cumulative total.

In FY 1975, 11.6 percent of these Federally Insured Student Loans were disbursed to Black students. Twenty-three percent of all borrowers were from families with adjusted incomes less than $3,000, and an additional 24.4 percent were from families with incomes between $3,000 and $6,000. Students with adjusted family incomes over $15,000 accounted for 2.5 percent of the recipients. The average age of borrowers has been increasing as proprietary schools participate more intensively in the program.

This program has been plagued with an increase in default rates in recent years. This increase has been primarily due to high defaults among borrowers attending proprietary (vocational) institutions.

A report on a Survey of Commercial Lenders in the Guaranteed Student Loan Program, completed in December 1975 by RMC Research Corporation, found that student access to loans is not as broad as had generally been believed. Over 70 percent of the lenders state that, for the student or his/her parents, having a prior account with the lender was a "very important" consideration in the making of the loan. Almost 53 percent said they always checked the family's credit record.

The use of these checks may indicate a basis for restricting loans to some students despite the existence of the guarantee of repayment by the Federal Government. For low-income Black students, these checks could have a definite negative impact if bank accounts have not been established. Many low-income Blacks pay bills with money orders or cash and have nothing left, after expenses, to maintain a bank account. In addition, no credit has been afforded them to establish the type of credit record which a bank would consider.

A June 1976 study by the Systems Group, Inc. showed that participation by proprietary schools acting as direct lenders increased from 18.6 percent of all loans in FY 1972 to 25.3 percent in FY 1974. Borrowers at these same institutions were shown in the earlier study to have significantly higher than average default rates.

National Direct Student Loan Program (NDSL)

Less than 30 percent of all borrowers under this program in FY 1976 were from minority or ethnic groups. Twenty-two percent were independent students and 7.8 percent were likely to be in graduate school. Students with approximate parental incomes under $15,000 utilize NDSL loans more heavily while larger Guaranteed Student Loan utilization is the case for those with family incomes above $15,000.

C. Graduate and Professional Training Programs

There are two major ongoing programs under this category: Legal Training for the Disadvantaged, and Education for the Public Service. In addition, there is a newly-created program to enhance access to graduate and professional schools.

Legal Training for the Disadvantaged

This program, commonly referred to as CLEO, makes grants available to public and private agencies and institutions for the purpose of assisting disadvantaged persons to undertake training in the legal professions. The Council for Legal Education Opportunity (CLEO) was established for the purpose of bringing about a significant increase in the number of lawyers from minority and disadvantaged groups. In 1976-77, OE funded 359 continuation fellowships and 200 new fellowships.

Between 1978 and 1976, 2,219 persons successfully completed the CLEO summer pre-law preparation program, and 2,013, or 91 percent, entered law school. Of the number of students enrolled in law school, 929, or 46 percent, graduated.

Education for the Public Service

This program's goal is to expand and improve the training of persons for the public service. Some of the funds go directly to the institutions to improve and strengthen their programs, the remainder goes toward fellowship awards for graduate and professional students who plan to pursue a career in the public service. In FY 1975, 263 fellows and 80 colleges benefited from the program, and in FY 1976, 344 fellows and 73 colleges participated.

The success of this program and its impact on minority students is not ascertainable at this time since no evaluation efforts have been conducted.

Graduate and Professional Opportunities Program (GPOP)

This is a new program intended to assist colleges and universities in the identification and recruitment of candidates, and the provision of fellowship assistance to students from groups traditionally underrepresented in graduate and professional studies, minorities and women in particular. Each fellow receives a stipend of $3900 for a 12-month year. The institution also receives $3900 to cover the cost of tuition and regular fees. Colleges and universities can apply for institutional aid designed to help finance student recruitment, special orientation programs, and counseling and other support services.

Preliminary data on awards for the 1978-79 academic year show the following sex and ethnic/racial breakdown for the 354 fellowships, based on 90 percent of the institutions responding.

Racial/Ethnic Group	Females %	Males %	Total
Black	18.0	26.5	44.5
White	25.0	1.2	26.2
Hispanic American	5.7	11.1	16.9
Asian American	3.6	4.5	8.1
Native American	2.7	1.5	4.2

Of the fellowships, 22, or 6.2 percent, went unused in 1978-79. The following institutions had one or more fellowships that were not awarded: University of Colorado (1 of 8), Illinois Institute of Technology (1 of 7), University of Notre Dame (1 of 8), University of Iowa (2 of 7), University of Minnesota (1 of 11), University of Montana (5 of 8), Bowling Green State University (1 of 9), Ohio State University (1 of 6), Wright State University (1 of 5), University of Oklahoma (1 of 9), University of Pittsburgh (3 of 5), Clemson University (2 of 2), University of Virginia (1 of 10), University of Wisconsin-Madison (1 of 8).

Five Black colleges participated in the 1978-79 program. Two received only student fellowship grants while the other three received both fellowship and institutional grants. There were 34 HBC's that were eligible to apply under GPOP criteria requring that participating institutions offer a masters or higher degree. In the universe of higher education institutions, 1100 institutions are eligible under these criteria. If the goal of this program is to achieve increased representation of minorities in graduate/professional programs and selected fields, a higher rate of participation by the HBC's will be necessary, not only in GPOP, but in all Title IX programs. Table 15 provides data on the grants awarded to HBC's in 1978-79.

There are 3 sets of criteria used by the proposal readers to rate proposals and determine the allocation of funds. The criteria for awarding fellowship allocations include a significant number of points (25) for the institution's commitment to serving those minority students which have been traditionally underrepresented in colleges and universities and academic and professional career fields. In the institutional grants criteria, there are 20 points allowed for the extent to which the project proposes activities which would assist in serving persons with varied backgrounds and experiences including, but not limited to, members of minority groups.

A third set of criteria evaluates the program area(s). Again, 20 points are allowed for the provision of evidence which demonstrates that one or more minority groups, which the institution proposes to serve, have

TABLE 15: GPOP AWARDS TO HISTORICALLY BLACK COLLEGES, 1978-79 ACADEMIC YEAR

	Number of Fellowships Awarded	Academic Field	Degree	Institutional Grants Awarded
Grambling State University	3	Sports Administration	M.S.	--
Hampton Institute	2	Nursing	M.S.	$15,000
Jackson State University	3	Accounting	M.P.A.	$14,000
Meharry Medical College	3	Biosciences	Ph.D.	$22,000
Tuskegee Institute	4	Architecture	M.A.	--
TOTAL (5 HBC's)	15	--	--	$51,000
% HBC's of Grand Total	4.2%	--	--	10.5%
GRAND TOTAL (U.S.)	354	--	--	$485,340
Total # of Institutions	55	--	--	26
Average Awards/Institution	6.4	--	--	$18,667

Source: HEW News Release, October 1, 1978.

been traditionally underrepresented in the proposed graduate or professional study area. The program also requires geographical representation.

It should be noted, however, that in all three sets of criteria, the term minority includes women as an underrepresented group, which partially accounts for the high percentage of whites involved in the program. At the University of Colorado (85.7 percent), Georgia Institute of Technology (63.6 percent), Northern Illinois University (50 percent), University of Iowa (100 percent), St. Louis University (66.7 percent), Rutgers University (66.7 percent), University of New Mexico (50 percent), Columbia University - College of Physicians and Surgeons (50 percent), Carnegie Mellon University (85.7 percent), Brown University (60 percent), and Rice University (100 percent), one-half or more of the fellowships awarded went to whites, mostly women.

D. Other Programs

The following programs, while not intended to directly assist students seeking access to institutions of higher learning, include elements that bear significantly on the participation of Black students in higher education.

State Postsecondary Education Commission

The goal of this program is to encourage improved statewide coordination of higher education planning and functions. The impact of this goal on students is seen in some of the specific program objectives: allowing all desirous persons within the State an opportunity to benefit from postsecondary education through better coordination, expansion, and alteration of existing public and private educational resources; and promoting interstate cooperative projects to increase the access to postsecondary opportunities for residents of the participating States.

Community Service and Continuing Education Program

This program essentially encourages the higher education institution to modify its traditional mission in order to provide specially designated educational services convenient for adult participation. While not specifically impacting the traditional college-going population, it can provide postsecondary and other continuing education opportunities to those persons who are not prepared to enroll in a traditional college curriculum. Operational projects in FY 1976 provided continuing education for 405,000 adults.

Strengthening Developing Institutions (Title III)

This program is important to mention in a discussion of access to higher education for Black Americans since many of the institutions assisted by this program enroll large numbers of low-income and minority students. Support of these institutions indirectly supports the ability of a growing number of students to participate in postsecondary education and provides for the delivery of better services and an educational environment conducive to participation by Blacks.

The original legislative hearings for the HEA, Title III program focused on a subset of predominantly Black colleges as the target group. These schools have and continue to enroll a significant proportion of Black students in traditional higher education. However, since its inception, the program has included institutions in which 50 percent or more of the enrollment came from low-income families, as well as representatives of minority populations.

In recent years, because of a legislative set-aside, two-year institutions have accounted for 24 percent of the total funding awarded. The demands on this program are great, and the desire of various types of institutions to participate will no doubt become evident in the upcoming hearings on the reauthorization of the program.

Despite the fact that this is an institutional support program, a number of the activities funded will result in improved services and educational opportunities for students who enroll in Title III institutions.

National Institute of Education (NIE)

NIE is the Federal Government's major research and development effort related to national directions in education. An example of an NIE program which can impact on some of the problems identified throughout this paper is the Equity Research Group. This effort is a positive first step which must be followed up by a systematic plan.

A recent publication entitled Improving Equity in Postsecondary Education - New Directions for Leadership (Gappa, 1977), reports on an Equity workshop sponsored by NIE. This report points up the current status of equity within postsecondary education as viewed by the workshop participants and sets forth some future directions. The new directions for research included, as a top priority, increasing the participation of women and minorities in educational research. "Such participation is essential in choosing research topics and interpreting data." Yet these proposals and others recognize the need for further input to the U.S. Census Bureau

and the National Center for Education Statistics aiming at a less piecemeal and more holistic approach to solving the problem of defining and evaluating equity goals and implementation efforts. There is recent involvement by NIE in addressing these and other concerns. A key part of this process is an ongoing relationship with groups which have historically been addressing themselves to some of these issues and already have laid some groundwork for these new directions.

Through the direct efforts of NIE and other Federally-supported regional research centers, these new research proposals regarding access to and opportunities for Black Americans in postsecondary education could become a reality now that broad agreement on the fundamental questions has been reached. The placement of Blacks in specific policymaking positions within NIE can only serve to increase its sensitivity to the issues.

Fund for the Improvement of Postsecondary Education (FIPSE)

FIPSE has flexible guidelines and requirements which have allowed it to reach both Black institutions and numerous community-based organizations primarily intended to serve a predominantly Black population. Most of the minority projects have been under the Fund's "Comprehensive" program entitled "Alternatives to the Revolving Door: Effective Learning for Low Achieving Students", which is geared toward improving services to "persons not adequately served by the system". Of the $55 million in grants awarded since 1973, 4.5 percent were awarded for projects directly impacting Black colleges. An additional 1.8 percent was awarded to community-based institutions mainly intended to serve a predominantly Black population.

E. Successes and Pitfalls

This part of the report has provided descriptions of various USOE programs intended to equalize educational opportunities. As the narrative shows, there are some need-based programs that have been successful and have served large numbers of Black students primarily because Blacks are overrepresented among low-income families.

Of the special programs for the disadvantaged (TRIO), the most successful (according to the evaluations conducted) has been the Upward Bound Program. Students who have participated in this program (and especially for longer periods of time) have a much higher likelihood of going on to college than those that did not. The students seemed to have benefited from the counseling and tutorial assistance they received and were, therefore, better informed about what would be expected and required of them with respect to enrollment and success in higher education.

Participation in the UB program resulted in better and larger offers of financial aid for the students. In addition, UB participants were more likely to enter 4-year colleges or universities than were non-participants, and they generally had higher educational expectations as well. This program would seem worthy of increased consideration, funding, and expansion to reach more youth at earlier ages.

The Educational Opportunities Centers Program showed 44 percent of its clients enrolling in postsecondary education. These TRIO programs must be viewed as a "package" effort designed to support student access and success. Improved coordination of not only these programs but others would better assure that they are compatible and working in a maximally effective way to deliver the required services.

The programs of financial aid to students have been successful and have aided in the recent upsurge of Black enrollment. However, different programs have different effects stemming from the administration of the aid programs and the extent to which institutions or other entities are committed to Black students. While aid programs have been cited as being responsible for a larger number of Blacks enrolling in college, there are significant areas which cause concern, among them the push by more middle and upper income families to obtain a "piece of the pie".

This concern is not unfounded since in both the BEOG and the SEOG programs, between FY 1975 and FY 1977, the percentage of minorities receiving awards dropped from 48 percent to 42 percent for BEOGs and from 48 percent to 39 percent for SEOGs.

Despite those drops, the Federal aid programs have served to enhance access for Blacks because they were designed to serve low-income students. These programs must continue this emphasis through regulations and funding levels which meet the current and future needs. The passage of the Middle Income Student Assistance Act in 1978, which broadens eligibility for selected student financial aid programs, will no doubt cause a diminishing of the number and proportion of low-income or minority recipients, even though the maximum award will increase.

The BEOG program increases access but does little for student choice of institution. Because of increasing costs and the half cost/maximum provision of the BEOG program, most students find themselves at low-cost, less prestigious institutions. The growth of the BEOGS seems to have encouraged the growth of proprietary (profit-making) vocational institutions. This trend must be further studied to develop strong and effective tools for differentiating between legitimate programs and rip-offs occurring in proprietary schools serving large numbers of students who qualify for BEOGs, particularly Black students.

At the higher cost institutions, State, local, and private scholarships were cited as being more important in addressing financial barriers to access. Given that fact, and looking at the distribution of Blacks versus majority students by type of institution, there seems to be a need tc push for equality of financial aid disbursements at those levels.

The Federal grant programs by themselves do not cover the full amount required by students to attend college. However, the manner in which the balance is met requires attention. College Work Study did not impact minority and low-income students at the same rate as the grant programs (only 33 percent of CWSP students are minority). The reasons for this require further study. It may well be that decisions are made to alleviate the difficulties associated with working and studying by finding other sources of financial aid. National Direct Student Loans are used more often than Guaranteed Student Loans by lower income students. One reason is more than likely attributable to bank/lending practices which discourage low-income borrowers and which have been carried over into Federally insured programs.

There are two programs especially geared toward increasing opportunities for minorities in graduate and professional programs. Although there are other programs within which Black students and/or institutions can participate, they do not have minorities as a specific focus. The CLEO (law school) program has been in existence for some time and over an eight year period provided assistance to approximately 2200 students, almost half of whom graduated from law school.

The newest program, GPOP, is intended to increase the enrollment of minorities (including women) in areas where there is currently an underrepresentation. These areas of underrepresentation have not yet been identified on a national level, however, and the focus is currently on those areas determined by the participating institutions. Only five historically Black colleges received awards in 1978-79 although 34 have some type of master's or higher degree program and are therefore eligible. This program could be successful, however, given the role of the HBC's in enrolling and graduating Black students, efforts must be made to assure increased participation of these colleges in the GPOP program. Since many of those who would be eligible to enroll in graduate or professional schools may also have dependents for whom they must care and the current $3900 stipend is less than adequate, additional funds must be allocated to provide for larger fellowships. Further, there is a continuing trend of trying to solve the problems associated with a specific minority group by broadening the field and including too many other groups. This make the potential solutions almost impossible to attain.

F. New Directions

There is another area which must be carefully studied to assess the nature of its potential impact on Black students. Historically, vocational education programs meant that Black students were relegated to industrial arts/home economics and other vocational curricula most often leading to dead-end jobs or jobs considered undesirable by most other people. Recently, however, a number of vocational and technical education curricula, particularly in the secondary schools, have come to represent stepping stones to careers in the engineering, physical sciences, and allied health fields. Certain forms of vocational-technical education may, in fact provide viable means of increasing the access of Blacks to fields in which there has traditionally been underrepresentation.

Title IV - Part F of the Education Amendments of 1978, "Special Projects in the Biomedical Sciences...", is a five year program which will counsel, motivate, and strengthen the academic preparation of economically disadvantaged secondary school students in order to encourage them to pursue careers in biomedical science fields. Although this program is geared to those specific fields, this type of early effort could prove useful in a number of other areas in which Blacks are seriously underrepresented.

PART V

SUMMARY AND RECOMMENDATIONS

A. Summary

This report describes the access to and participation of Black Americans in higher education and provides a summary analysis of many problem areas which will require continued National, State, regional, local, and institutional attention. However, there are indications of success and of programs which assist in providing increased access. The ultimate goal, and one which must be pursued at various levels, is to prevent the circumstances which require special programs to meet the unique needs and requirements of Black students in all forms of productive postsecondary education.

Improvements are in order at the point at which Blacks first enter the formal education system. Until such time as these occur, however, intervention programs will be necessary if Black and other low-income students are to be afforded the same opportunities for success as the majority group. Some major focus areas mentioned in the foreword of this report will require comprehensive solutions supported by direct actions of the Federal Government. These areas are, restated more specifically:

1. Increasing the high school completion rates of Black students and thereby increasing the pool of students available for higher education.

2. Improving the motivation, counseling, and academic preparation required by Black students to exercise more options in the choice of an institution and major field of study.

3. Overcoming the financial barrier to higher education for larger numbers of Black students.

4. Increasing the participation of Black students at the graduate and professional levels and in fields where there is underrepresentation.

5. Enhancing the unique role of the historically Black colleges and institutions which can continue to enroll and provide supportive services to larger numbers of Black students.

6. Defining the specific needs of Black students at predominantly white institutions and identifying ways in which these institutions can increase their response to the access to and completion of programs by Blacks.

7. Increasing the Federal leadership role as catalyst for change at the state, regional, local, and institutional levels.

8. Increasing the Federal commitment to access for Black Americans in the legislative process of appropriations and authorization, as well as program operations in the Executive Branch.

9. Developing a more systematic response by Federal government agencies to the problems evidenced at all levels of attendance.

10. Providing for more research which will result in new directions and models for success for Blacks Americans.

11. Coordinating current Federal programs designed to serve the economically, educationally, and socially "disadvantaged", so that through coordination these programs are complimentary and mutually helpful.

B. Recommendations

This report, focusing specifically on increasing the participation of Black Americans in higher education, has pointed up some impediments to access and full participation in traditional postsecondary educational experiences. Given these impediments, and current Federal programs aimed at equalizing educational opportunities, the following recommendations are offered for future action.

Secondary School Programs

a. That the present Federal TRIO programs to increase access to higher education for low-income students be better coordinated with other Federal programs such as ESEA Title I, Student Financial Aid Programs, Graduate and Professional Opportunities Program, and so forth to make all of these programs more effective. That they also be expanded so that more students can participate with better results.

b. That the Upward Bound Program and other successful projects be identified as models and that their characteristics form the basis for evaluating future project funding applications.

c. That efforts be made on the Federal level to create incentives (such as the SSIG programs) for State and local governments to provide appropriate information, preparation, counseling, and motivation regarding higher education to Black students in their secondary schools.

d. That additional projects, similar to that proposed for the biomedical sciences, be initiated.

e. That the Federal, State, and local governments and their respective legislative branches work together to develop a program which would enable Black colleges and universities to assist in solving some of the ongoing problems in the elementary and secondary schools with respect to counseling, college preparation of students, and teacher preparation utilizing Federal funding for pilot programs and incentives for State and local support.

f. That the Federal government provide for research, to be conducted by sensitive persons, which will further define the myriad of problems faced by Black students at the elementary and secondary school level which prevent them from completing high school and continuing on for higher education.

g. That the Federal government immediately take steps to prevent the misuse of competency and other standardized tests which discriminate against Black youth and initiate research to measure the detrimental impact of such on Black students.

h. That the Federal government equitably and effectively enforce Title VI of the Civil Rights Act of 1964 and in so doing focus on the elimination of discriminatory treatment of Black students in special education placements, disciplinary actions, ability grouping/tracking, and other infringements on the civil rights of Black elementary/secondary school students which create barriers to higher education access.

i. That colleges be encouraged to develop better recruitment methods for enrolling more Black students not only for direct entry into higher education generally, but into four year colleges or two year colleges with the potential for smooth transfer into four year institutions.

Student Aid

a. That the Federal government provide better coordination in their financial assistance programs and provide incentives for States and other entities to do the same.

b. That the Federal government review the manner in which financial aid is packaged to determine if there are ways of increasing the access of Blacks through improved financial assistance.

c. That the Federal government monitor the use of student financial aid funds to support profit-making institutions at the expense of the very students the programs are intended to serve and consider special rulemaking due to the difference between these institutions and traditional higher education institutions.

d. That the Federal government recognize the administrative burden placed on institutions with large numbers of students on financial aid and make allowances in the SFA programs to a level based on analysis of real costs as in the case of indirect cost calculations. Further, that these allowances should be in addition to, rather than part of, the allocations awarded based on student needs.

e. That the Federal government undertake a study to determine the existence of banking practices which have a negative impact on minority applicants for the Guaranteed Student Loan Program and, based on those findings, immediately take the necessary steps to correct this situation.

f. That the Federal government increase the amount of total and individual fellowships available to Black students for graduate/professional study to enable increased participation and allow for full-time study which will result in a swifter production of graduates.

g. That the Federal government conduct a comprehensive review, across all agencies, of the uses of fellowships, traineeships, and research assistantships within grants.

Choice

a. That the Federal government place major emphasis on the support of concrete interactions (perhaps through appropriation of funds for HEA-Title X) between two- and four-year colleges within States in order to increase the number of students who are able to transfer from the two-year to the four-year college level.

b. That institutions which sponsor Upward Bound and other special services be compelled to enroll and provide aid to a significant

portion of their own Upward Bound participants.

c. That State level reviews be made of institutional admissions policies at various types of institutions to determine the reasons for the different enrollment rates for Black and majority students at universities versus four-year colleges and two-year colleges. This could be the responsibility of the statewide planning commissions but given an impetus by the Federal government.

d. That the Statewide governance structures be so constituted as to include Blacks at all policy-making levels and in all policy-making bodies.

Graduate and Professional Education

a. That greater opportunities be afforded Black students to participate on major university research projects in fulfilling their graduate assistantships. These expanded opportunities will not only act as a recruitment tool to acquire more Blacks for graduate study but will enhance the research capabilities of the Black students. The Federal government can provide incentives to major institutions competing for R&D grants and contracts to encourage responsiveness to that goal.

b. That undergraduate institutions develop programs to increase the "awareness" of Black students who wish to continue on for graduate study and prepare them to enroll in fields and professions where Blacks are underrepresented. These programs could be within the domain of an expanded TRIO program.

c. That the historically Black colleges be provided with funding to expand their present graduate programs and institute programs in new fields to assist in increasing the number of Blacks pursuing graduate study and expand the pool of highly competitive entrants to Ph.D. programs and law and medical schools.

d. That the Federal government provide incentive grants to encourage institutions to train Black graduate students in areas with no or low Black faculty representation based on State and regional assessments of need.

e. That programs designed to increase the number of Blacks in graduate/professional programs of study not be meshed with programs intended to serve other underrepresented groups.

f. That stronger relationships be established between Ph.D. degree granting institutions and the 34 HBC's with masters programs to increase the number of Blacks pursuing graduate/professional studies.

g. That majority white institutions examine their total response to Black students' needs (including finances to meet those needs) and increase the number of Blacks in faculty and administrative positions to provide support and reduce alienation for the students.

Data Collection and Analyses

a. That the Federal government (within its own information systems or through the support of academic or privately based research centers) systematically assure the collection and analyses of data by race and sex in elementary, secondary, and higher education as a means of monitoring Black progress in higher education.

b. That more policy research centers be established to focus on the issues relating to the participation of Blacks in higher education, either through NIE's auspices or in combination with other related Federal programs such as NSF, NCES, OCR, and the Census Bureau. These centers must be staffed and headed by those sensitive to the policy issues relating to Blacks.

c. That the educational research arm of the Federal government (NIE) adequately respond to the equity issues related to the education of Black Americans overall.

The recommendations cited above, in many instances, parallel those which have been offered by other groups concerned with equity for Blacks in higher education. The data included in this report, describing the 1976 status of the access of Black Americans to higher education highlights the need to move from recommendations to action. The Federal government can be instrumental in ensuring that such action takes place.

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APPENDIXES

A. Historically Black Colleges and Universities (HBC's)

B. Newer Predominantly Black Colleges (NPBC's)

APPENDIX A

HISTORICALLY BLACK COLLEGES AND UNIVERSITIES (HBC'S)*
(which are still predominantly Black)

NAME	CITY/STATE	LEVEL/HIGHEST OFFERING[1]	CONTROL
Alabama A&M University	Normal, Alabama	M+	Public
Alabama Lutheran Academy & College	Selma, Alabama	2	Private
Alabama State University	Montgomery, Alabama	M+	Public
Albany State College	Albany, Georgia	B	Public
Alcorn State University	Lorman, Mississippi	M	Public
Allen University	Columbia, South Carolina	B	Private
Arkansas Baptist College	Little Rock, Arkansas	B	Private
Atlanta University	Atlanta, Georgia	D	Private
Barber - Scotia College	Concord, North Carolina	B	Private
Benedict College	Columbia, South Carolina	B	Private
Bennett College	Greensboro, North Carolina	B	Private
Bethune Cookman College	Daytona Beach, Florida	B	Private
Bishop College	Dallas, Texas	B	Private
Bowie State College	Bowie, Maryland	M	Public
Central State University	Wilberforce, Ohio	B	Public
Cheyney State College	Cheyney, Pennsylvania	M	Public
Claflin College	Orangeburg, South Carolina	B	Private
Clark College	Atlanta, Georgia	B	Private
Clinton Junior College	Rock Hill, South Carolina	2	Private
Coahoma Junior College	Clarksdale, Mississippi	2	Public
Coppin State College	Baltimore, Maryland	M	Public
Daniel Payne College	Birmingham, Alabama	B	Private
Delaware State College	Dover, Delaware	B	Public
Dillard University	New Orleans, Louisiana	B	Private
D. C. Teacher's College	Washington, D. C.	B	Public
Edward Waters College	Jacksonville, Florida	B	Private
Elizabeth City State University	Elizabeth City, North Carolina	B	Public
Fayetteville State University	Fayetteville, North Carolina	B	Public
Fisk University	Nashville, Tennessee	M	Private
Florida A&M University	Tallahassee, Florida	M	Public
Florida Memorial College	Miami, Florida	B	Private

APPENDIX A

(CONTINUED)

NAME	CITY/STATE	LEVEL/HIGHEST OFFERING[1]	CONTROL
Fort Valley State College	Fort Valley, Georgia	M	Public
Friendship Junior College	Rock Hill, South Carolina	2	Private
Grambling College	Grambling, Louisiana	M	Public
Hampton Institute	Hampton, Virginia	M	Private
Howard University	Washington, D. C.	[illegible]	Private
Huston-Tillotson College	Austin, Texas	B	Private
Interdenom. Theol. Center	Atlanta, Georgia	D	Private
Jackson State University	Jackson, Mississippi	M+	Public
Jarvis Christian College	Hawkins, Texas	B	Private
Johnson C. Smith University	Charlotte, North Carolina	B	Private
Kentucky State University	Frankfort, Kentucky	M	Public
Knoxville College	Knoxville, Tennessee	B	Private
Lane College	Jackson, Tennessee	B	Private
Langston University	Langston, Oklahoma	B	Public
LeMoyne Owen College	Memphis, Tennessee	B	Private
Lincoln University (Pa.)	Lincoln University, Pennsylvania	B	Public
Livingstone College	Salisbury, North Carolinaa	B	Private
Lomax Hannon Junior College	Greenville, Alabama	2	Private
Mary Holmes College	West Point, Mississippi	2	Private
Meharry Medical College	Nashville, Tennessee	D	Private
Miles College	Birmingham, Alabama	B	Private
Mississippi Industrial College	Holly Springs, Mississippi	B	Private
Mississippi Valley State University	Itta Bena, Mississippi	M	Public
Morehouse College	Atlanta, Georgia	B	Private
Morgan State College	Baltimore, Maryland	M	Public
Morris College	Sumter, South Carolina	B	Private
Morris Brown College	Atlanta, Georgia	B	Private
Morristown College	Morristown, Tennessee	2	Private
Natchez Junior College	Natchez, Mississippi	2	Private
Norfolk State College	Norfolk, Virginia	M	Public
N.C. A&T State University	Greensboro, North Carolina	M+	Public

APPENDIX A

(CONTINUED)

NAME	CITY/STATE	LEVEL/HIGHEST OFFERING[1]	CONTROL
N. C. Central University	Durham North Carolina	M	Public
Oakwood College	Huntsville, Alabama	B	Private
Paine College	Augusta, Georgia	B	Private
Paul Quinn College	Waco, Texas	B	Private
Philander Smith College	Little Rock, Arkansas	B	Private
Prairie View A&M University	Prairie View, Texas	M+	Public
Prentiss N&I Institute	Prentiss, Mississippi	2	Private
Rust College	Holly Springs, Mississippi	B	Private
S. D. Bishop State Junior College	Mobile, Alabama	2	Public
Saint Augustine's College	Raleigh, North Carolina	B	Private
Saint Paul's College	Lawrenceville, Virginia	B	Private
Savannah State College	Savannah, Georgia	M	Public
Selma University	Selma, Alabama	B	Private
Shaw University	Raleigh, North Caroling	B	Private
Shorter College	Little Rock, Arkansas	2	Private
South Carolina State College	Orangeburg, South Caroling	M	Public
Southern University - Baton Rouge	Baton Rouge, Louisiana	M	Public
Southern University - New Orleans	New Orleans, Louisiana	B	Public
Southern University - Shreveport-Bossier	Shreveport, Louisiana	2	Public
Southwestern Christian College	Terrell, Texas	2	Private
Spelman College	Atlanta, Georgia	B	Private
Stillman College	Tuscaloosa, Alabama	B	Private
T.A. Lawson State Comm. College	Birmingham, Alabama	2	Public
Talladega College	Talladega, Alabama	B	Private
Tennessee State University	Nashville, Tennessee	M+	Public
Texas College	Tyler, Texas	B	Private
Texas Southern University	Houston, Texas	D	Public
Tougaloo College	Tougaloo, Mississippi	B	Private
Tuskegee Institute	Tuskegee, Alabama	M	Private

APPENDIX A

(CONTINUED)

NAME	CITY/STATE	LEVEL/HIGHEST OFFERING[1]	CONTROL
University of Arkansas - Pine Bluff	Pine Bluff, Arkansas	B	Public
University of Maryland - Eastern Shore	Princess Anne, Maryland	B	Public
Utica Junior College	Utica, Mississippi	2	Public
Virginia College	Lynchburg, Virginia	2	Private
Virginia State College	Petersburg, Virginia	M	Public
Virginia Union University	Richmond, Virginia	P	Private
Voorhees College	Denmark, South Carolina	B	Private
Wilberforce University	Wilberforce, Ohio	B	Private
Wiley College	Marshall, Texas	B	Private
Winston-Salem State University	Winston-Salem, North Carolina	B	Public
Xavier University of Louisiana	New Orleans, Louisiana	M	Private

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1/
2 = 2 but less than 4 years

B = 4 or 5 year Baccalaureate

P = First Professional

M = Master's

M+ = Beyond Master's but less than Doctorate

D = Doctorate

* This listing of HBC's does not include Bluefield State College (WV); West Virginia State College (WV); and Lincoln University (MO) which are historically Black but are currently predominantly White institutions. It also omits Simmons University/Bible College (KY) which is not accredited and for which no data were available for this report; and Kittrell College (NC) and Saints College (MS) which have recently closed.

APPENDIX B

NEWER PREDOMINANTLY BLACK COLLEGES (NPBC'S)

NAME	CITY/STATE	LEVEL	CONTROL
American Baptist Theological Seminary	Nashville, Tennessee	4	Private
Atlanta Junior College	Atlanta, Georgia	2	Public
Bay College of Maryland	Baltimore, Maryland	2	Private
Beaufort Technical Education Center	Beaufort, South Carolina	2	Public
Central YMCA Community College	Chicago, Illinois	2	Private
Chicago State University	Chicago, Illinois	4	Public
City Colleges of Chicago			
Kennedy-King	Chicago, Illinois	2	Public
Loop	Chicago, Illinois	2	Public
Malcolm X	Chicago, Illinois	2	Public
Olive-Harvey	Chicago, Illinois	2	Public
City University of New York			
Medgar Evers	New York, New York	4	Public
College for Human Service	New York, New York	2	Private
College of the Virgin Islands	St. Thomas, Virgin Islands	4	Public
Collegiate Institute	New York, New York	2	Private
Community College of Baltimore	Baltimore, Maryland	2	Public
Community College of Philadelphia	Philadelphia, Pennsylvania	2	Public
Compton College	Compton, California	2	Public
Cuyahoga Community College			
Metro Campus	Cleveland, Ohio	2	Public
Daniel Hale Williams University (Closed in 1979)	Chicago, Illinois	4	Private
Detroit Institute of Technology	Detroit, Michigan	4	Private
Durham College	Durham, North Carolina	2	Private
Essex County College	Newark, New Jersey	2	Public
Federal City College*	Washington, D.C.	4	Public
Harris Teachers College	St. Louis, Missouri	4	Public
Highland Park Community College	Detroit, Michigan	2	Public
Interboro Institute	New York, New York	2	Private
Lewis Business College	Detroit, Michigan	2	Private
Los Angeles Southwest College	Los Angeles, California	2	Public
Ministerial Institute and College	West Point, Mississippi	2	Private
Nairobi College	East Palo Alto, California	2	Private
Payne Theological Seminary	Wilberforce, Ohio	2	Private
Roanoke-Chowan Technical Institute	Ahoskie, North Carolina	2	Public
Roxbury Community College	Roxbury, Massachusetts	2	Public
St. Louis Community College-Forest Park	St. Louis, Missouri	2	Public
Shaw College at Detroit	Detroit, Michigan	4	Private
Shelby State Community College	Memphis, Tennessee	2	Public
State Community College	East St. Louis, Illinois	2	Public
Strayer College	Washington, D.C.	4	Private
Taylor Business Institute	New York, New York	2	Private
Trident Technical College	Palmer, South Carolina	2	Public
Washington Technical Institute*	Washington, D.C.	4	Public
Wayne County Community College	Detroit, Michigan	2	Public

*As of Fall 1977 each of the University of the District of Columbia, which also includes D.C. Teachers College, and [illegible]

DESIGNATION AS A NPBC IS BASED ON [illegible] AND ALL PUBLIC ENROLLMENTS BEING GREATER THAN 50% BLACK IN FALL 1976.

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